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ABSTRACT

Representatives of teacher associations in 17 countries address four basic questions concerning educational change in their countries: (1) What are the most significant pressures for educational change in your country at this time? (2) What are some of the reactions of your members to these pressures? (3) What have been some of the major pressures for change in your country over the past 10-15 years? (4) Which pressures do you anticipate will exert the most influence in the foreseeable future? (Author/IRT)

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XXIII ASSEMBLY OF DELEGATES

31st July – 7 August 1974

SINGAPORE

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WCOTP 1974 CMOPE

PRESSURES FOR EDUCATIONAL CHANGE

PRESSIONS EN FAVEUR DE LA RENOVATION DE L'EDUCATION

PRESIONES POR EL CAMBIO EDUCATIVO

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World Confederation of Organisations of the Teaching Profession

Confédération Mondiale des Organisations de la Profession Enseignante

Confederación Mundial de Organizaciones de Profesionales de la Enseñanza

EA 010 688

National Reports on the theme for 1974
in their original languages

Rapports nationaux sur le theme de 1974
dans leurs langues originales

Informes nacionales sobre el tema de 1974
en los idomas originales

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PRESSURES FOR EDUCATIONAL CHANGE

THE QUESTIONNAIRE

In my Introduction to the 1974 Theme, presented at the conclusion of the Nairobi Assembly of Delegates, I outlined some pressures for educational change, reviewing both their historical perspective and their contemporary influences.

The theme enquiry on which we are now embarking seeks reports from the national member organizations on the present situation in their particular country. The replies, describing pressures for educational change on a country-by-country basis, will be used to depict an international perspective.
A synthesis of the national reports will serve as the basis for theme discussions during the 1974 Assembly of Delegates in Singapore.

The process of change involves a series of steps, in each of which teachers' organizations can be involved:

(a) the identification of the need for change;

(b) the creation of the right climate of opinion for the acceptance of change;

(c) the introduction of specific changes in policy;

(d) the implementation of these changes in practice.

Against this background, the programme for the Singapore Assembly envisaged four more precise topics for group sessions, some of which will be held in cooperation with specialist groups so that the latter can be more fully integrated with the Assembly programme.

If there is strong feeling of other priorities shown in the national reports, changes to or additions to this list may be introduced.

1. The process of change in education.

The pressures for educational change involve a process of action and reaction by teachers' organizations and teacher educators as well as between the educational system and society as a whole. It is proposed to consider, together with participants in the ICET 1974 Congress, which will be taking place also in Singapore, how the four aspects of change as outlined above relate directly to the role of teachers' organizations and teacher educators in the promotion and implementation of change in the society and within the educational system.

2. The introduction of vocational experience in every student's programme.

This pressure is related to the increasingly significant concept that every graduate of a school system should be prepared for and able to find employment. It is consistent with the international concept of life-time learning with periods of industrial experience interspersed with periods of learning.

3. Maintenance of past cultural values and the promotion of needed values and aptitudes for future development.

The discussion will be based on the two potentially conflicting aspects of the report of the International Committee on Education, Learning to Be*:

- the pressures for maintenance of cultural identity, minority rights and historic nationalism, and the promotion and development of new skills and values needed for the future. This involves the varying concepts of the role of teachers to preserve society and to become agents of change in society.

4. The impact of pressure from international governmental and non-governmental movements for action,

in the fields of development, population, environment, women's rights and, most recently, energy shortage.

These and other pressures will vary considerably from country to country. Pressures against change may be in many instances as strong as pressures for change.

The essential questions for consideration prior to the Singapore Assembly seem therefore to be the following:

I. What are the most significant pressures for educational change in your country at this time?

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* (Prepared for Unesco under the chairmanship of Edgar Faure)

II. What are some of the reactions of your members to these pressures?

In addition, it will be of interest to know :

III. What have been some of the major pressures for change in your country over the past 10-15 years?

IV. Which pressures do you anticipate will exert the most influence in the foreseeable future?

John M. Thompson
Secretary General

Within Australia there are both government schools and non-government schools. This reply refers only to the government schools, attended by approximately 80% of primary and secondary students.

Government school systems are conducted by each of the six State governments and the education authorities of the Northern Territory and the Australian Capital Territory. The reply is based on replies from a number of ATF affiliates representing teachers in those systems and on general observations of broad trends across Australia as a whole.

(I) What are the most significant pressures for educational change at this time?

Many different kinds of pressures for educational change can be identified. All of them are interrelated, but it is useful to summarize them under a number of headings

(i) Pressures for educational change concerned with the allocation of resources:

Within Australia strong social pressures have arisen out of a more enlightened age in which people have sought a better deal for their children. The community demands smaller classes, well trained teachers and better equipped schools. Parents have higher aspirations for their children. Expert reports, the actions of concerned groups and greater media coverage have helped to highlight differences in the allocation of educational resources to different socio-economic groups.

The expert report with the greatest impact has been "Schools in Australia", the report of the Interim Committee of the Australian Schools Commission, chaired by Professor P.H. Karmel. $700m. of Federal funds will be spent in 1974 and in 1975 as a first step towards the upgrading of all Australian schools to an acceptable standard by 1979.

The need for the basic resources for education has now been established in Australia, and there is a growing awareness of other kinds of pressures.

(ii) Pressures for educational change arising out of the needs of society:

Different groups and individuals have different perceptions of the needs of society. In Australia, while the pressure of "accountability" has not yet become as strong as in North America, there are signs that it is developing in that direction. Early manifestations have included complaints by employers that students no longer receive an adequate grounding in basic skills (the 'three R's'), complaints which are sometimes supported by teachers in some University faculties. There is growing pressure, indicated by a recent OECD survey into Australia's manpower needs, for late secondary and post-secondary education to be geared more to planned manpower requirements. These pressures seek to change education so that the input into the workforce is tailored to the labour needs of society .

As more women enter the workforce, there has developed a strong demand, which has arisen both from industry's concern with its labour needs and from women seeking the freedom to work, for childcare facilities for children of pre-school age.

At the same time there is pressure for schools to extend their traditional role to include matters formerly regarded as the responsibility of the home (e.g. sex and health education) or matters arising out of growing social problems (e.g. drug education, driver education, the environment). These are the pressures of social concern.

Another view of the needs of society exerts pressure for educational change which is far more radical than that implied by either of the first two sets of pressures. This view arises out of the firm belief that our existing society is quite unsatisfactory. It holds that the role of education is not to maintain the status quo but to act as the instrument for radical change in society as a whole.

(iii) Pressures for educational change arising out of the needs of individuals:

Just as there is a growing pressure for accountability to society, there is a pressure for accountability to the student. There is more questioning of the relevance of what happens in schools, questioning both of relevance to the individual's vocational needs, and to his or her needs as a person. External examinations are seen increasingly as irrelevant to both aspects - there have been strong pressures for their abolition. And where these pressures have been successful, there are new pressures on schools and teachers to define their objectives and the means by which they seek to achieve these objectives.

There is pressure for pupils to learn how to think, rather than simply to accumulate facts. There is great pressure, both from within the profession and from the community, for teaching to be orientated towards the individual pupil. These two pressures have resulted in new curricula, teaching approaches, learning materials and classroom designs being developed in every field of education and at every level.

From the trade union movement, tertiary students and the teaching profession, there has been a strong thrust for equality of educational opportunity, an issue which has become most significant politically and has therefore led to very strong pressures for change, both in the allocation of educational resources and the entire approach towards disadvantaged groups.

There is strong pressure for pre-school education to compensate for disadvantage. This pressure is in some ways reinforced by the pressure for childcare facilities which arises out of labor needs, but there is also conflict between these pressures. When the emphasis on childminding is motivated solely by a desire to release women into the workforce, educational and compensatory aspects can be overlooked.

In the many Australian communities with cultural heritages different to the Anglo-saxon culture, both communities of immigrants and aboriginal communities, there have developed strong pressures for educational recognition of those heritages.

As the community becomes more aware of educational issues, as more and more people assert their right to educational experiences, there is growing pressure for the development of recurrent education.

Underlying the whole of this emphasis on the needs of the individual is the pressure for education to discard what is seen by many as its traditional role of moulding people to fit into society. Contained within this is the view that the post-industrial society which exists in Australia is one which is reified, one from which the individual is alienated, and that the role of education is not to reinforce that kind of society, but to create for individuals the chance to combat it.

(iv) Pressure for change in the control of education:

Australia's state education systems have traditionally been highly centralized. There have been considerable pressures in most of the states for the devolution of responsibility and the encouragement of diversity between schools, particularly in South Australia, Victoria, Tasmania and the two Territories. This is a pressure for control in education at the school level rather than at the system level.

Associated with this has been pressure for community involvement in education, a pressure which paradoxically receives its impetus from radical or progressive groups in the community in some parts of Australia, but from reactionary or conservative groups in other parts.

There is strong pressure within the teaching profession for teacher participation at all levels of decision making, from national expert committees to administrative committees at the state level, to school boards and councils, to questioning the role of the school Principal. There is pressure to change or to abolish administrative hierachies, both within education systems and within schools.

In secondary schools and tertiary institutions there is pressure for students to participate in making the decisions which affect them.

(v) Pressures for change in the organisation of education:

There is in most Australian government education systems a pressure for greater flexibility with regard to entry to primary school. In Western Australia, children may now enter school a year below the compulsory age of six; in South Australia some schools are experimenting with arrangements such as the continuous entry of children throughout the year according to either age or readiness; other states are trying new arrangements, either in individual schools or at the system level.

Similarly, the question or articulation between primary and secondary levels is under review, with organisational adjustments proposed in some states. In Western Australia and Tasmania, senior highschools have been introduced or are proposed for older secondary students in their 11th, 12th and/or 13th years of schooling.

The pressure for equality of opportunity has led to the complete acceptance of comprehensiveness in secondary education in all states except Victoria, where separate technical schools still exist at the secondary level. Similarly, changes in social opinion and pressures for equal opportunities for girls have led to virtually complete acceptance of co-education, although single sex secondary schools still exist in certain states.

II) What are some of the reactions of your members to these pressures?

(i) The allocation of resources:

Australian teacher organisations have played a key role in developing pressures for a greater allocation of national resources to education and for a more equitable distribution of resources within education systems. The onset of large scale federal funding, particularly in disadvantaged areas, will itself impose new pressure on teachers who will be concerned to ensure that new funds are used affectively to improve the quality of education in real terms. There is every indication, with the memory of the recent past still strong, that our members heartily welcome this new kind of pressure.

(ii) The needs of the society and the needs of the individual:

Teacher opinion seems to be distinctly divided on the question of returning to a greater emphasis on basic skills. The new curricula, materials, facilities and approaches arising out of the pressure for relevance, for orientation towards the individual, the emphasis on the individual professional responsibility of the teacher rather than reliance on externally imposed curricula and examinations, the demands for schools to give greater attention to social questions, have all created real difficulties for many teachers. These pressures have meant that teaching has become much more demanding, to the extent that it is incomparably more satisfying for many teachers, while it imposes more stress on others. Even measures intended to help teachers, new equipment, inservice courses, more clerical and ancillary assistance, can themselves impose new pressures because they involve new experiences.

The conflict between the labor needs of society and the education needs of pre-school age children is basically a conflict over whether childcare facilities should be rapidly expanded using untrained people, or whether there should be insistence on having professional educators in all pre-school institutions. Over 50% of our members are women, many of whom need childcare facilities while also being aware of the developmental significance of the early childhood years. The policy of the ATF is to insist on adequate professional training for the staff of pre-school and childcare centres.

In general, the opinion of Australian teachers, expressed through the policies of their professional bodies, places far greater emphasis on the needs of individual students than on what people believe to be the needs of society. Pressures for equality of opportunity are reacted to favourably by teachers; pressures for gearing the education system to manpower needs are not.

(II)(iii) Change in control:

Like other changes, the trends towards devolution of responsibility and greater professional autonomy have created new pressures for teachers and new demands on them as individuals. Changes in the roles of classroom teachers and those in administrative positions have added to the demands of individuals in their personal relationships as professional colleagues. While some teachers welcome these new challenges and seek to accelerate the trends, others are not so certain, while some would like things to return to the way they were.

The pressure for community involvement in education is enthusiastically embraced by some teachers, while others regard it with great suspicion, seeing in this concept the potential for damaging interference in the life of the schools.

While there is a general concensus amongst teachers in favour of student participation, quite strong divisions of opinion exist within the profession itself on the nature and scope of such participation.

(iv) Change in the organisation of education:

As a general rule the reaction of teachers to proposals for organisational change reflects the extent to which they have been consulted. Where consultation has not occurred, inadequacies which would have been obvious to teachers have inevitably been built into the proposed changes, and teachers have therefore not reacted favourably. In Western Australia, for example, the teachers' union was not consulted on the organisational changes detailed under Section I(v). The reaction of teachers was to favour maintaining the arrangements which previously applied.

Teachers generally favour co-education and comprehensiveness in secondary schools.

Reactions in general are those to be expected in any large group of human beings. A small minority will pursue change for its own sake; there is another small minority which will resist any change at all, either through fear of the unknown or because it sincerely believes nothing could be better than the old well-tried methods; others change slowly, with some reluctance, bowing inevitably to the winds of change. We believe a significant proportion of the teaching profession handles changes in education with intelligent understanding of the real needs of children.

(III) What have been some of the major pressures for change in your country over the past 10 - 15 years?

- The greater allocation of resources to education
- Equality of opportunity
- The needs of the individual student
- The demand of a much greater proportion of the population for pre-school education on the one hand, and for access to a complete secondary and post-secondary education on the other
- Issues relating to the distribution of educational resources and diverse cultural heritages arising out of high migrant intakes in the 1950's and 1960's and the growing awareness of the needs of aboriginal communities
- The trend towards diversity and the devolution of responsibility
- Equal promotion, salary and service rights for women teachers

(IV) Which pressures do you anticipate will exert the most influence in the foreseeable future?

- Conflicting pressures arising out of the question of control in education
- Acceleration of the trend towards diversity and local autonomy
- The use of increased resources resulting from federal funding and continuing pressure for equality of educational opportunity, particularly with regard to disadvantaged areas
- Greater flexibility in the use of educational resources, aimed at making them more accessible to the entire community. Combined with this, rapid development of recurrent education.
- A massive extension of pre-school facilities
- Social pressures arising out of the problems of urbanised post-industrial communities and the impact of commodity shortages on the life patterns of a consumer orientated society

COTE D'IVOIRE

SYNDICAT NATIONAL DE L'ENSEIGNEMENT

PRIMAIRE PUBLIC DE COTE D'IVOIRE

Un Constat

C'est un fait unanimement reconnu que l'enseignement traditionnel ne répond plus aux besoins de la société actuelle.

Sur le plan international, les mutations économiques, les progrès de la science et l'explosion démographique, joints aux multiples besoins d'une ère d'éducation généralisée, ont provoqué ce qu'il est convenu d'appeler la crise mondiale de l'éducation. Des événements parallèles ou découlant de cette situation se sont produits et qui réclament une solution rapide du problème. Ce sont, parmi bien d'autres, les événements de mai 1968 en France, les implications des crises monétaires et de l'énergie, les foyers de guerre, les mouvements de réforme culturelle et de l'enseignement dans le monde.

Dans les pays en voie de développement, il convient de souligner l'inadéquation du système éducatif, des méthodes et programmes d'enseignement hérités de la période coloniale, la pénurie d'enseignants, le taux élevé des déperditions des effectifs scolaires, les problèmes de formation et de création d'emploi, le manque d'industrie, la modicité des moyens financiers, l'insuffisance ou le manque d'équipements en matière de recherches, l'exploitation insuffisante des ressources agricoles, énergétiques, ministères; la détérioration des termes de l'échange, l'exploitation insuffisante des ressources humaines: recours aux solutions coûteuses, mauvaise utilisation des compétences, les antagonismes culturels.

En Côte d'Ivoire, la population, poussée par le désir de s'instruire, s'est lancée de façon anarchique dans la construction d'écoles et de logements des maîtres. Des écoles privées, souvent clandestines, se sont créées dans les moindres villages. Il a bien fallu que le gouvernement intervienne pour mettre de l'ordre et veiller à l'encadrement des élèves et à la qualité de l'enseignement dispensé.

Dans les villes, des employeurs offrent des écoles aux enfants de leurs employés ou des bourses d'étude aux travailleurs. Un peu partout dans le pays, les associations de parents d'élèves se cotisent pour financer la construction des écoles. Une autre pression est le déséquilibre dû au retard dans la scolarisation des filles par rapport aux garçons. Toutes ces considérations obligent plus ou moins les gouvernements et les parents à rechercher des solutions, d'où la nécessité de rénover l'enseignement.

COTE D'IVOIRE

Importance de la rénovation pour les enseignants et leurs organisations

Une telle actualité singulièrement marquée par un désarroi quasi général inquiète, à juste titre, nombre d'organismes nationaux et internationaux. Ils s'acharnent à résoudre le problème par le biais du progrès dans tous les domaines en cause. Parmi ces institutions, les organisations d'enseignants et l'enseignant lui-même sont concernés à plus d'un titre.

L'enseignant est bien le principal animateur du processus de l'éducation. Son concours est indispensable tant au niveau de la conception qu'au plan de l'exécution. Dans la mise en application, la tâche lui incombe à peu près totalement.

Importance pour les organisations d'enseignants

Outre leur rôle dans la défense des intérêts de la profession, pour servir indirectement mais sûrement, les intérêts de la collectivité, outre ce rôle, les organisations d'enseignants se veulent des centres privilégiés d'analyse et de réflexion au service de la société.

Ce sont les portes-paroles des enseignants, les collaborateurs indiqués des gouvernements, des parents d'élèves, de tous les responsables qui, à des degrés divers, sont concernés par les tâches éducatives et les problèmes de développement.

Les enseignants et leurs organisations sont chargés officiellement de faire aboutir les décisions prises. Des objectifs au résultat escompté, il faut faire la part de la mise en application et des problèmes imprévus qui peuvent se poser. Intervient alors la question de réajustement. Est-ce l'affaire des seuls enseignants et de leurs organisations? La concertation est-elle possible? Bénéficie-t-elle de l'expérience et des suggestions de tous les interlocuteurs souhaités? Si tel n'est pas le cas, que peuvent et doivent faire les enseignants et leurs organisations?

Ces questions, ouvrent la voie à tout un programme d'action: observation des faits, analyse, réflexion, prises de contact, propositions, application. Le souci majeur n'est-il pas d'adapter l'enseignement aux besoins, de faire acquérir une formation permettant de libérer l'individu par un savoir-faire et surtout un savoir-être? De développer ses aptitudes au progrès et ses facultés d'adaptation?

Les moyens mis en oeuvre par les enseignants ivoiriens et leurs organisations

Sur le plan syndical:

- réunion hebdomadaire du Bureau National qui reçoit, étudie tous les problèmes qui se posent aux enseignants et à leurs organisations dans l'exercice de leur fonction.

- Le Bureau National informe ses membres

- est consulté par les autorités administratives et politiques de l'Etat.

- est membre des institutions et commissions nationales chargées d'étudier les questions de politique générale en matière d'éducation, de formation et de proposer des solutions.

- L'ordre du jour de son congrès annuel prévoit régulièrement un thème de réflexion sur les problèmes fondamentaux de l'éducation. Ainsi, chaque année le SNEPPCI apporte aux autorités du pays des conclusions et propositions concrètes jusqu'alors bien accueillies.

Pour répondre à leur vocation actuelle, les enseignants ivoiriens et leurs organisations ont à faire à de nombreuses remises en cause pour corriger, pour créer, d'où la nécessité de se recycler, de s'informer d'avantage:

- Emissions télévisées de l'Ecole Normale permanente

- Stages de recyclage pendant les congés et les grandes vacances.

- Séances de travail spécialisées, convoquées par le syndicat ou par les autorités administratives et politiques, ou bien encore à l'initiative de ces autorités sur la demande du syndicat.

- Ces réunions regroupent selon le cas les enseignants et les autorités académiques, les enseignants,les responsables hiérarchiques et les représentants des divers groupements et des institutions nationales.

Dans le cadre de la réforme de l'enseignement, la participation des enseignants de tous ordres s'est illustrée dans les commissions de travail et les comités techniques. A l'issue d'une série de réunions qui se sont étalées sur une période de dix-huit mois, un important séminaire s'est tenu en janvier à Yamoussokro. Objet de ce séminaire: fixer les grandes lignes de la réforme de l'enseignement. Les participants: le comité permanent, organe suprême de la Commission Nationale de la réforme de l'Enseignement, les responsables de l'Education Nationale, des Ministères de l'Agriculture, de l'Enseignement Technique et de la formation professionnelle, de la Recherche Scientifique, de l'Education Populaire, les représentants des groupements villageois, de l'association nationale des parents d'élèves, les chefs d'établissements d'enseignement et de formation, etc.

- Ainsi les enseignants et leurs organisations sont étroitement associés à l'élaboration et à la mise en place de la rénovation. Ces dates parmi d'autres en constituent quelques jalons:

1963: Création du service de planification chargé des statistiques et des prévisions en fonction des possibilités et des besoins de l'expansion scolaire.

- La régionalisation de l'administration

1964: Tentatives de rénovation: classes expérimentales pour l'enseignement de la langue officielle, l'étude du milieu et l'adaptation de l'enseignement aux réalités ivoiriennes.

1966: Création des Centres d'Animation et de Formation pédagogique (CAFOP) pour la formation des élèves-maîtres.

1967: Création des commissions de la carte scolaire ayant pour mission: de programmer les ouvertures d'écoles et leur extension sur l'ensemble du pays,

- de corriger les disparités entre régions, en fonction des critères surtout d'ordres démographique et économique.

1970: Création de la Direction de la Pédagogie et de la formation des maîtres (DPF), organe de conception, de coordination et d'animation pédagogique.

- La D.P.F. assure des cours par correspondance: préparation aux examens pédagogiques, formation de conseillers pour l'enseignement du 2ème degré: classes modèles, classes d'essai, distribution de documents, journées pédagogiques.

1971: Démarrage de l'enseignement télé-visuel.

A partir de 1976: Prévision

- mise en place progressive de la réforme. Pour l'heure, des commissions spécialisées sont créées. A titre d'exemples, la commission chargée de l'étude du coût des opérations comparé aux ressources financières et humaines, Commission chargée de prévoir les besoins en personnel enseignant.

Où en est la rénovation ?

Dans l'ensemble le système demeure. Mais il faut signaler la création de nouvelles structures (université nationale et grandes écoles) assorties de nouveaux programmes d'enseignement. La recherche pédagogique touchant aux programmes, aux méthodes et à la formation des maîtres a permis des retouches utiles dans ces domaines. Parallèlement, la commission Nationale poursuit ses travaux, elle en soumettra les résultats au Bureau Politique et au Gouvernement avant la mise en application.

Les Objectifs de la réforme

Par le truchement des améliorations et rénovations sectorielles, par le support de la Télévision, l'enseignement en Côte d'Ivoire s'oriente vers la satisfaction progressive des objectifs de la réforme. Les finalités? Former l'esprit, le jugement, favoriser l'éclosion d'une riche personnalité pour le plus grand nombre. Former des hommes et des femmes parfaitement intégrés à leur milieu et ouverts au monde extérieur.

Les enseignants ivoiriens et leurs organisations sont étroitement associés à l'élaboration de la réforme. Il s'agit de doter la Côte d'Ivoire d'un système plus adapté à ses besoins, dans le cadre d'une rénovation progressive qui se doit de faire la politique de ses moyens tant humains que matériels.

THE JOINT FOUR OF THE ASSOCIATIONS OF HEAD MASTERS, HEAD MISTRESSES, ASSISTANT MASTERS AND ASSISTANT MISTRESSES

Perhaps one of the most significant educational changes in England, Wales and Northern Ireland in the last decade is the emergence of education as a matter of lively public debate at all levels of society. It receives extensive coverage by the mass media, including television, radio and the national and local press, and questions on education are frequently raised and debated in Parliament.

This increase in interest, as well as the steady growth in the proportion of the Gross National Product spent on education, inevitably creates pressures. It has led to the formation of pressure groups of all kind, made up of politicians, seeing education as a means of social change; employers, wanting skilled, intelligent and well-motivated workers; parents, keen to do their best for their children; social scientists and social workers, concerned to help the disadvantaged; educational psychologists and research workers, wishing to see new knowledge of child development and of methods of learning used to advantage; teachers and other educationalists at all levels, aware of the demands being made upon the education system, its deficiencies and possibilities; together with all kinds of commercial pressures, and pressures from ad hoc groups who believe that educational change will be of benefit to them or to those in whom they have a special interest.

1. What are the most significant pressures for educational change in your Country at this time?

1. One of the major pressures is for greater equality of opportunity and a more egalitarian provision of education. This has led to : -

(a) the reorganisation of secondary education along comprehensive lines. This began in the 1950's and has continued steadily. It has recently been given increased momentum by the Labour Government elected in February 1974. Pressure for comprehension has come from all those dissatisfied with the results of selection at 11+, from those interested in removing social disadvantage and from parents with increased expectations for their children in terms of examination success which they hope will lead to better job opportunities.

(b) an extension of the period of education; this has included : -

(i) increasing the period of compulsory education by raising the minimum school-leaving age to 16 from 1st September 1973, as a result of pressures over a long period;

(ii) pressure for increased provision of nursery schools, nursery classes and play-groups for children under 5 years of age, because of the greater awareness of the importance of formative years, especially for the socially deprived;

(iii) pressure for wider educational opportunities for those who have left school, and the provision of life-long education for all. This has led to an increase in the number of places provided or planned in Universities, in Polytechnics and in Colleges for Further Education, together with plans for better industrial and commercial education, Adult Education (see the Russell Report 1973*), and to the establishment of the Open University, now a flourishing institution.

(c) pressure for better provision for mentally, emotionally, socially and physically handicapped children. This includes the need for early diagnosis, skilled advice to parents, greater efforts to integrate the handicapped into society by including them, wherever possible, in ordinary schools or classes, and by providing post-school education and care, vocational training and guidance. This has necessitated pressure for increased opportunities for teachers to train for work with the handicapped, for smaller classes and for more specialist help of all kinds;

(d) efforts to ensure that immigrants, especially those whose mother tongue is not English, are given the special help they need to enable them to live as equal citizens in our society, and to share, rather than to lose, the benefits of their own cultural backgrounds;

(e) concern to promote full equality for girls and women, especially in access to courses and to careers.

(f) moves towards limiting or even ending the system of Independent and Direct Grant schools, or at least to integrate them within a comprehensive school system;

(g) proposals for the reform of the present school examination system : -

(i) to extend it to cover those of more limited ability by continuing the development of examinations for the average and below average pupil of 16, and for all those pupils who stay at school voluntarily beyond the age of 16,

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* Adult Education: A plan for development

(ii) to adopt syllabuses and methods of assessment which give opportunity for the development and demonstration of talent of all kinds and to involve teachers to much greater extent in the whole organisation and conduct of examinations so that they become teacher-controlled,

(iii) to create a unified system of examinations which avoids artifical distinctions between groups of pupils and serves a broader ability range.

(h) replacement of rigid systems of streaming pupils by ability to more informal patterns involving (1) division into broad bands of ability, (2) "setting" for certain subjects, and the development of mixed ability classes containing pupils with varied levels of intelligence and attainment, particularly in primary schools and in the lower forms of secondary schools,

(i) more emphasis upon counselling and pastoral care to remove obstacles to learning, courses to deal with social and emotional problems and to ensure wide opportunities for choice of careers and post-school training and education,

(j) the development of community schools and of closer links with parents and other adults in the vicinity of the school so that their participation may make school experience more relevant for their children, and expensive resources may be used for the benefit of all.

2. Pressure for a more permissive attitude in schools, caused by changing social attitudes, and by an atmosphere of greater freedom in society generally. This has increased the pressure for separate education for the 16-19 year olds in separate sixth-form units or sixth-form colleges, because of their greater maturity. In some cases this change in attitude may have contributed to a deterioration in school discipline and order and to outbreaks of truancy and violence, and perhaps to the move towards de-schooling, which has not developed to any great extent.

3. More emphasis upon participation in decision-making. This includes : -

(a) pressure from teachers for representation upon Education Committees and School Governing Bodies, and for consultative machinery within and outside the school which will enable teachers to participate in all decisions affecting their work in the classroom and their status and their careers;

(b) pressure from parents for representation on Governing Bodies, for the formation of Parent-Teacher Associations and for parental involvement in the life of schools and in decisions affecting the education of their own children;

(c) pressure from pupils for representation on Governing Bodies, for the formation of School Councils. There has also been pressure (not always from the pupils themselves) for the formation of Committees of School Pupils.

4. Demands for the reform of the curriculum and of methods of teaching to keep pace with the rapid growth of knowledge, the speed of technical advance and the changing nature and needs of the Schools. This has led to demands for more curriculum research and development.

5. Pressure for resources for individualised learning and for the development of educational technology generally to give support to teachers faced with new demands.

6. Greater emphasis upon the development of skills, of understanding, of creativity, of a spirit of enquiry, of the ability to discriminate rather than on the acquisition of a large body of factual knowledge. This has led to the introduction of integrated studies, of project methods, and a greater use of the resources of the local environment designed to help pupils to see relevance in their studies and to work independently.

7. Demands for better methods of teaching the basic skills of reading and number and for research and training in these fields.

8. Pressure for the reform of teacher training in the initial stage, during the first (probationary) year of teaching and throughout the teachers' career (in-service training), to improve the quality of the profession and to enable teachers to respond to new challenges.

9. Pressure for better salaries and conditions of service to maintain the quality and number of teachers at a time when their work is becoming more complex and more difficult.

10. Demands for greater accountability, and cost-effectiveness, and efficiency because of the realisation that educational costs are rising more rapidly than the national budget... This is not, as yet, an important factor.

11. <u>What are some of the reactions of members to these pressures</u>?

Members of the Joint Four, concerned to secure equality of opportunity for education, and to remove disadvantage wherever it occurs, recognise that there must be changes in education to meet the needs of a changing society. They have always valued their freedom to determine appropriate syllabuses and curricula for their pupils, and to introduce new material, new methods and new attitudes into their schools. Many of them have been in the forefront of experiment. They are, however, aware that change is most easily accepted, and most successful, when it is introduced in an atmosphere of basic security. They believe, therefore, that reform should be

evolutionary rather than revolutionary, introduced after full consultation with those concerned and accompanied by the provision of the means to make it effective. The emphasis should be on constructive, not destructive change, and care should be taken to preserve what is still of value.

They regret in many cases, these criteria have not been fulfilled. Sweeping changes in the organisation of schools have been introduced too rapidly, without the full consultation necessary for their success, without sufficient understanding of their consequences, nor the essential resources.

This has resulted in a feeling of bewilderment and in loss of confidence in too many instances. Where comprehensive schools are established on split sites, often a considerable distance apart, have inadequate space and facilities for their new roles, or have grown too rapidly in size, there are difficulties in organisation and communication which lead to strain and confusion. Discipline becomes more difficult, and this affects the whole of school life, increasing the burden upon teachers and making their work less rewarding.

The Joint Four believes that schools in such circumstances cannot provide equal opportunities with those in purpose-built premises, with adequate staffing and resources. They are pressing for building improvements, better staffing ratios, more ancillary help and increased funds for books and materials.

Many teachers in reorganised schools are being required to teach pupils of different levels of ability and different backgrounds. They cannot be expected to be successful in their new roles unless they are given opportunities for in-service training, and time for reappraisal so that they can work out new syllabuses and new patterns of care. Too often these aids have been lacking, and experienced and competent teachers have found themselves at a disadvantage. Much personal adjustment has been needed, and this has been a source of strain and disillusionment for some who have not found it easy to adapt. Teachers have found that the introduction of new methods and material into schools, especially at the primary and junior secondary level, the greater emphasis on individual enquiry, group activities, mixed ability teaching etc. while beneficial in many ways, have left pupils lacking in the basic skills in reading, number, writing, and spelling, for instance, which they have come to expect and on which they have been accustomed to build. They fear that this will result in slower progress, and to some loss of academic traditions which they value, especially amongst the more able. On the otherhand it has made teachers more aware of the importance of reading and number skills, and more anxious to understand how these can be improved.

Many members are concerned that comprehensive education, particularly in the junior secondary years, may limit the choice of subjects which have traditionally been available in secondary schools. Classics, for instance, is less frequently offered to

junior forms, and a second modern language cannot always be included. Teachers of what are becoming minority subjects are having to adopt new and more broadly based syllabuses in classical studies, or European Studies, or Literature in Translation, suitable for a wider range of ability.

The Joint Four believes that it is essential to evaluate the changes in curriculum, techniques, methods of examination and school organisation, to give some guide-lines in a welter of educational experiment and advice. There is also a necessity for teachers, through their own organisations and in collaboration with colleges in other organisations, to formulate policies in relation to such matters as the degree of teacher/parent/pupil participation, and the rights and obligations of members and to lay down conditions of service for the profession which are generally acceptable, embodying the best of the new developments while retaining what is of value from the past.

Teacher training is obviously a key area and necessary attention is being given to this at the initial and in-service stages.

The need for consultation and participation have never been greater, and teachers are concerned to play a full part in educational developments, and to resist over-centralisation and undue political pressures.

III. What have been some of the major pressures for change in your Country over the past 10-15 years?

Many of the pressures described above in the first section have existed throughout this period - particularly the pressure for greater equality and the expansion of educational opportunity. A series of important reports from the Central Advisory Council and from Royal Commissions set up by the Minister of Education, including the Crowther Report (1959) on education from 15-18, The Newsom Report (1963) Half our Future, the Robbins Report (1963) on Higher Education, the Plowden Report (1966) on Primary Education, the James Report (1972) on the Training of Teachers, and the Russell Report (1973) on Higher Education have had very considerable influence on Governments and on public opinion.

IV. Which pressures do you anticipate will exert the most influence in the foreseeable future?

The shortage of finance and of world resources of energy, to bring about further change, may be crucial. They will involve difficult decisions about priorities. Pressures for nursery school education and for life-long education are likely to increase in a changing society in which most of the adult population, both men and women, will be employed and there are likely to be more frequent changes of occupation.

Pressures for special care of the disadvantaged and socially deprived seem certain to continue and to grow as their needs become more apparent. As young people become more involved in their own education they are likely to become more vocal and to demand more participation in school organisation and curriculum.

Pressures to standardise equipment and materials and to use mass media for education may become greater in the interests of economy, particularly if population growth continues and there is increased mobility.

International co-operation and understanding are likely to develop and to become more important at all levels of education, and international bodies such as UNESCO, ILO, OECD, and non-governmental organisations like WCOTP, should gain greater influence.

NATIONAL UNION OF TEACHERS

INTRODUCTION

Our reply to the enquiry is based on the four questions posed by W.C.O.T.P. It might be helpful, however, to comment on some of the points made by Mr. Thompson in his introduction to the theme.

Looking at the pressures generating educational change at present, Mr. Thompson saw a variety of forces at work - the new nationalism, the search for cultural identity, the forces of accountability, demographic and environmental forces, technological and scientific developments, the pressures of the labour market, the demand for equality of opportunity, the emphasis on a child-centred approach to education, the pressures from within the education community itself, and the challenge to the concept of the school as a part of the educational process.

It will be seen from our report, that in England and Wales some of the factors mentioned by Mr. Thompson are at work, while others are virtually non-existent. The new nationalism, for example, plays no part, but the search for cultural identity has had some influence, at least in Wales, in the emphasis which has been given to work connected with the development of the Welsh language. The forces of accountability have not had the effect suggested by Mr. Thompson, at least not until recently: educational expenditure had been increasing year by year, but the rate of increase has been sharply reduced and arguments about alternative use of resources are now being used to counter suggestions of further reform and change, whereas in earlier times the argument was more in terms of shortage of teachers and accommodation. The demand for equality of opportunity has been a very real factor, as has been the emphasis on a child-centred approach, and demographic factors have certainly played their part, along with the needs of technological and scientific development.

Mr. Thompson spoke of the quire revolutionary changes which have taken place within the school, a state of affairs certainly reflected here. Changes in teaching method, changes in relationships within the school community and between schools and the community, changes in school design and school organisation, changes in curricula and examinations, changes in educational objectives - all these have been features of the educational scene in Britain.

It is a dynamic, and anything but a static, phenomenon. Yet there has been little challenge to the concept of the school as part of the educational process. While there are those who advocate " de-schooling", as yet their views have had little impact and have exerted no influence on the development of the education system.

1. The most significant pressures for educational change at the present time

(a) Although it is now some 30 years since the basic educational legislation in England and Wales (the 1944 Education Act) was enacted by Parliament, much of the pressure for educational change in the country still stems from the effort to bring about the full implementation of the provisions and intentions of that Act. The Act was passed towards the end of the second war and was imbued with a spirit of reform and the aim of greatly extending educational opportunity for the mass of children of England and Wales. In particular, it sought to provide universal secondary education and the raising of the school leaving age to 16. It also envisaged expansion in the field of nursery education and reform in the field of higher and further education. Such have been the difficulties in the post-war period that these aims have not yet been fully achieved. For example, we are only now raising the school leaving age to 16 and many would argue that, although universal secondary education in name was introduced some considerable time ago, a true secondary education has not been available to all our children, or at least that the way in which we have chosen to organise secondary schools in many parts of the country has, because of the selective system of secondary education, militated against the provision of equal opportunity for secondary education for all children. In the field of nursery education very little has been done until quite recently, and it is only now after a great deal of pressure that a significant programme of expansion in this field is being undertaken. Invevitably, therefore, a good deal of pressure has been exerted, and is being exerted, aimed at securing the complete realisation of these reforms in the education system of the country.

(b) Some other pressures for change at the present time also arise from the experience of the working out of the post-war reforms. One thinks particularly of the pressure the complete abolition of selection for secondary education at the age of 11 or 12. Although, as indicated above, secondary education for all children was introduced with the passage of the 1944 Education Act, it was introduced on the basis of selection at the age of 11 in order that children might be allocated to different types of secondary school. This practice came increasingly into question and finally after some years of experience public and educational opinion favoured the abolition of selection and the introduction of comprehensive education in one form or another. Although the idea of selection became discreditted, it has nevertheless taken a long time to achieve its elimination and indeed selection is still practised in many parts of the country. There

is now, however, pressure by the new Government to complete the process of reorganising secondary education and the large majority of our local education authorities are committed in principle to comprehensive education.

One can also say the growing recognition of the importance of the early years of a child's life has led to mounting pressure for the introduction of nursery education for all children. In addition to the efforts of organisations like the Union there was a National Campaign for Nursery Education which involved a large number of organisations and supporters of nursery education. The Campaign met with growing success and pressure increased, but it has only been in the past year that the Government was able to agree to the beginning of a programme for the expansion of pre-school education.

(c) Another source of pressure for change has come from the demands expressed by young people and their parents for greater educational opportunity. This applies particularly with regard to higher and further education, where a very substantial expansion of educational facilities has been achieved. The pressure has also been reflected in the growing number of children who stayed on beyond the statutory school leaving age before it was raised to 16.

(d) In addition to the pressures exerted by the wish of parents and young people to have greater educational opportunity, there has been major pressure caused by the need to cater for the growth in the child population. This pressure was, of course, very marked immediately after the war and then, after some diminution, there was a further increase in the child population, and it is only now with a decline in the increase in the child population that this particular pressure is being slackened. It has, however, led to major efforts so far as school building and the supply of teachers is concerned, and in consequence the teaching force has had to be very substantially increased to cope with the pressures of increased numbers of children and the same has applied to the programme for the building of new schools. At the present time, owing to the economic difficulties of the country, the only building programme for schools which is permitted by the Government is that related to catering for increased numbers of children. Our Union is exerting pressure on the Government to secure an enlargement of the building programme to cater for the very great need to replace or improve obsolete school buildings.

(e) One further source of pressure for change has been that of the need to meet the requirements of an expanding economy and a changing society. Undoubtedly, the emphasis which Governments have given to an expansion of technical education and industrial training (and the support they have received from bodies like the Confederation of British Industry and employers generally) has been due to the growing needs of the economy for more skilled personnel ant to some extent the expansion of higher

education has also taken place for this reason. Within the education system, as has just been indicated, some of the expansion has taken place in order to cater for the growth in demand for education by the community at large as well as by the individual: witness the increase in the supply of teachers, for example.

2. What are some of the reactions of Union members to the pressures mentioned?

The National Union of Teachers throughout the post-war period and at the present time has been in the forefront of the demand for an expansion and reform of the education system. This means that it has recognised the pressures for change acting upon the education system, and within the system itself. Its view has been that the Government of the day should be more vigorous in carrying out the reforms that were envisaged when the 1944 Education Act was adopted, and it has strongly supported such developments as the raising of the school leaving age, the introduction of comprehensive education, the expansion of the teaching force, the expansion of pre-school education and the expansion of higher and further education. The Union some years ago took the initiative in the formation of the Council for Educational Advance, a broad pressure group aimed at promoting educational expansion and reform. In addition to its activities within that body the Union has conducted a number of campaigns of its own on a variety of issues connected with change in the education system. The Union has, of course, made direct representations to successive Governments about the changes and improvements needed in the education system and sought, in its publicity to the public at large, to persuade the electorate of the need for reform and expansion in the education service.

An additional diminution has been given to the Union's activity in recent years as a result of its affiliation to the Trades Union Congress. Within that body, the Union has played a key part in discussion of the need for educational reform and the efforts of the trade union movement in that direction. At local level, the Union and its Associations have done a great deal to urge individual local education authorities to expand and improve their educational provision and this has been strongly supported by the efforts of the teacher representatives who serve on local authority education committees.

If the question has in mind change in the content of education, then it is necessary to point out that the Union has played a very prominent part in the Schools Council for Examinations and the Curriculum, which is the principal national body concerned with curriculum and examination development and reform. It will be realised that in this country there is no central direction of the curriculum, and indeed that one of the features of the education system which is greatly valued by the Union and the teaching profession is the degree of freedom enjoyed by the

individual school, and the individual teacher. Nevertheless, the need to promote reform in the curriculum and teaching methods has been widely recognised and the establishment some 10 years ago of the Schools Council was a development of some considerable significance in this respect. It was, however, the view of the N.U.T., and still is its view, that this body had to be teacher-controlled and ought not in any way to interfere with the traditional freedoms of schools and teachers. Substantial research and development work has been undertaken in most of the subjects of the curriculum and at all age levels within the school system, and as has been stated, the Union has played a prominent part in the work of the Schools Council. Equally, at local level we have witnessed the establishment of some 600 teacher centres which are also involved in the promotion of curriculum development work and in-service training, and here again the Union's members have played a very active part in the work of such centres.

One other field of some importance has been the reform of teacher education, for a recent Government Commission was appointed to examine and way teachers should be educated in the future. The N.U.T. submitted a major document with radical proposals for reform to that Commission. The recommendations of the Commission (the James Committee) were not very well received and indeed some were actually rejected following the criticisms of bodies like the Union, and the result has been that the James Report has been only partially implemented by the Government. Nevertheless, substantial developments are now taking place with regard to the education of teachers and with regard to the institutions that provide teacher education. The Union taking a very close interest in these developments and has a major contribution to make in this field.

3. What have been some of the major pressures in your country for the past 10 years?

The pressures which were dealt with under section 1 of this document have in the main been the pressures which have been operating over the past 10-15 years. Unquestionably, the substantial increase in the number of children to be educated was a bigger factor than it is going to be in the years ahead, but that matter apart, the pressures mentioned have been a feature of the educational scene here for some time past.

4. Which pressures do you anticipate will exert the most influence in the forseeable future?

Unquestionably, so far as the Union is concerned, one pressure that will continue to exist will be the very understandable pressure of the Union and teachers generally to secure more adequate resources to carry out their tasks. We are still a long way from the situation where we can say there are no problems so

far as buildings and accommodation, teaching materials and learning resources, and the supply of teachers are concerned, and as has been indicated already, there are still major gaps in provision, especially with regard to pre-school education. Inevitably, therefore, there will be sustained pressure on these matters, especially since the economic pressures on the country have recently led to a slowing-down in the rate of increase of educational expenditure. The Union is strongly opposed to this and, indeed, unless we can secure greater growth in the rate of increase in educational expenditure many of the aspirations of the teaching profession, and the public at large, will be unfulfilled.

In the years ahead we can expect to see growing pressure to do more to cater for the educational needs of those young people who leave full-time education at the age of 16. Their needs are not well catered for at the present time and they have received an unfair deal by comparison with their contemporaries who continue in higher and further education. There is a growing awareness of the need for action with regard to their needs.

It is also likely that we shall see pressure for greater provision of "recurrent education" in the next decade. The report of a Government enquiry into adult education has been published, but no action has been taken as yet to implement its very modest recommendations. Those recommendations fall well short of what is being suggested in some European countries as the kind of action that should be taken to develop recurrent education. Assuming that the economy overcomes its present difficulties and the drive towards greater leisure time succeeds, there will be an increased awareness of the need to do much more to cater for the general educational needs of the adult population and a much more ambitious programme in this field will be needed.

The pressures for greater individualisation of learning are likely to grow with the successful introduction of universal comprehensive education and the reform of the curriculum is likely to continue, possibly with more emphasis on local initiatives in this direction. Although there is some support for the " de-schooling" idea, there is little evidence at present to suggest that this will gain much support and become a source of pressure for change. On the other hand, it is possible that there will be increased pressure for change in the provision made for the education of youngsters in the 16-19 age group, and this could lead to some radical rethinking about that level in the education system. We are also likely to see greater pressure for the extension of vocational and industrial training.

One other development could have very appreciable significance in the promotion of educational change and that relates to the growing demand of the teaching profession as a whole for the right to consultation, both within the individual school, and in the education service at large, and for involvement in the decision-making process. This is indicative of the desire of

teachers to be given the opportunity to exercise their professionalism to the full and the recognition by Government and local authorities of the contribution which teachers can make will undoubtedly be a factor in the promotion of more dynamic change in our education system. It is also of some significance that there is a growing desire on the part of the community at large, and parents in particular, to be involved in the development of the educational system and the promotion of educational change, but of course this does pose some particular questions related to the responsibilities of the teaching profession, and the extent to which lay men should be involved in matters which are essentially the concern of the professional.

The W.C.O.T.P. document asks about the impact of pressure from international governmental and non-governmental movements. One has to say on this point that there is no evidence that pressure from international and non-governmental bodies had any influence on the changes which are taking place in our education system, or in the pressures for change within the education system. From time to time reference is made to the extent to which this country compares with certain other countries in the level of educational expenditure, but there is little evidence that in terms of actual developments in educational practice or provision that external factors have had much influence.

INDONESIA

PERSATUAN GURU REPUBLIK INDONESIA

It is understood that education has always been changing and that it will continously be going on this way, as it despatches a culture to the people, in a certain place, in a certain time. The culture itself has been always in a process, developing and thus influencing education.

The theme of the 1974 WCOTP Assembly here in Singapore suits the condition and development of education in Indonesia, which in her second period of the Five Year Development Plan intends to improve her educational system to meet the current needs.

Development in the educational field in Indonesia is guided by the philosophy of Pancasila (The Five Principles) :

1. The belief in one and supreme God
2. Just and civilized humanity
3. The unity of Indonesia
4. Democracy, wisely guided and led by close contact with the people through consultation
5. Social justice for all the people of Indonesia.

Education in Indonesia is aimed to create a new man with this Pancasila loyalty and to create sound and healthy people of Indonesia - intellecutal, handy, creative and having responsibility, with a democratic attitude, tolerant, able to develop his own intellect guided by a noble character and love for his nation and other people as outlined by the 1945 Constitution.

The 1945 Constitution, currently in effect in Indonesia, states that the aim of Indonesian independence, among others, is the pursuit of welfare and justice for the people.To achieve this aim the government has initiated The Five Year Development Plan which is in its second period. In this period special attention will be given to the educational field. For example, to date the government has built 6,000 primary schools, thousands of new teachers were appointed and 10,000 school libraries were created in rural areas. A 400% basic salary increase has also been introduced this year to the teachers. In addition, the renovation in the educational field itself meets the needs of the people and the students.

The government has also conducted a survey in the educational field in order to make this renovation a success. Finally, we decided to change our educational system into a " Development School " system (similar to the comprehensive school). The implementation however will

not be carried out simultaneously but through some pilot projects. A country-wide program will be conducted if these pilot projects are considered successful. Meanwhile during the transition period some changes have been made, primarily within the junior high school levels.

Considering the problems of employment in the future, general schools must also give some practical knowledge to make students job-makers rather than job-seekers. Thus we have recently change the curriculum in our junior high schools levels so as to give the students some extra practical skills besides their regular subjects.

This is the broadoutline of the situation of education in Indonesia. It is obvious that Indonesia is really in need for changes in her educational system, and this fact is well accepted by the people.

In order to make changes in the educational field it is necessary to create a receptive climate to bring it to people's attention.

To achieve this, we have conducted an intensive information program to make the people realize the advantages of these changes - to make the people understand that these changes will be conducted very carefully, well prepared and not haphazard. A special committee, which will be directly involved in this renovation project, has been established and some seminars and conferences have been held to study the project. It will be conducted primarily through pilot projects.

It is understood that a pro and contra phenomenon is a common problem in every change. This also happened in Indonesia. But we at the first stage have advised the people of every argument and reasons for the urgency and advantages of these changes. That is why the Indonesian teachers can agree and accept this project although it has brought some consequences to their profession. For example, an obligation to attend a special course or even an obligation to adjust themselves to these changes. In short, more dedication will be requested from them to make the project successful.

In Indonesia, the pressure to participate in educational change is well understood by the teachers, in return for the government's attention to them. The government realizes the importance of education for development, for the future of the nation and that the key for these is the teacher. The relation between this pressure and PGRI (the Indonesian Teachers Association) is in conformity with the teachers themselves, because almost all of the Indonesian teachers are member of this association, a total of more than 300,000 members.

Today we have established a good relationship with the government. This is demonstrated by our good cooperation in all situations. This has become another reason why PGRI supports the educational renovation organized by the government and has been requested to participate in the preparation of educational reform.

For example :

1. Participate in a committee, founded to prepare the establishment of a Development School in Indonesia. For this the government has given sponsorship to one of the PGRI senior staff to conduct a survey around the world.

2. Participate in preparing a draft of Educational Development Contribution program.

3. Participate in every educational meeting, conference, seminar.

4. Participate in preparing a draft for the transformation of the Parent-Teacher Association to a Board of Educational Development Support.

The PGRI Chairman has also been appointed Advisor to the Minister of Education & Culture.

Finally we would again outline the subjects which might be studied by this WCOTP Assembly in Singapore :

1. The most remarkable pressure towards educational change in Indonesia at the first stage comes from the people and the government who desire to reform the system, which is considered outdated, because :

a. Millions of children cannot be accommodated in currently available school buildings.

b. There are millions of drop-out students.

c. There is great unemployment.

d. The curriculum is outdated.

The most important thing is the people's support to intensify the adoption of the Five Principles philosophy and the 1945 Constitution.

JAPAN EDUCATION ASSOCIATION

I. PRESSURES FOR EDUCATIONAL CHANGE IN JAPAN

Educational change in Japan in the modern age may be divided into three main stages.

The first is the change that followed the formation of Japan as a modern state emerging from a feudalistic society. This change was aimed at " people's education " based on nationalistic outlook through establishment of a modern school system in order to break down social classes and to bring about equality of man. The purpose of education in this stage was to train manpower needed by the state, and education was inevitably controlled by the state. Primary education was made compulsory and equal and uniform education was provided, using state-approved textbooks. Secondary and higher education became an institution to produce leaders useful for the state.

The second change took place, following the collapse of the old nationalistic state and the formation of new democratic state as a result of Japan's defeat in World War II. The aim of education was no longer the training of manpower needed by the state and was defined as human education to help children to perfect their individual personalities and to grow into citizens who can contribute for the development of a democratic society. The school system was also revised from the multi-track type to the single-track type of 6-3-3-4 with 6-year primary and 3-year lower secondary education being compulsory.

In the quarter century after the introduction of the new school system, Japan has achieved a phenomenal economic growth to be ranked among the great economic powers of the world. A new change or reform of education is now being called for to meet the needs of the new society. In other words, education in Japan is now faced with the demand for the third educational reform.

Pressures for the third educational reform may be analysed as follows :

(1) Pressure of the growing desire of the people for higher education

The ratio of those who go on to upper secondary schools after finishing compulsory education increased steadily from 42.5% in 1950 to 57.5% in 1960, 82.1% in 1970 and over 90% in 1973. Before long everybody in Japan will be receiving 12 years of education.

The ratio of those who are enrolled in higher institutes of education is also rising from 15% of the same age group in 1950 to 20% in 1960, 25% in 1970 and approximately 30% in 1973.

Such a sharp growth of school population cannot be solved merely by expanding educational facilities and equipment.

(2) Requirements of industry and their pressure

In the process of achieving high-rate economic growth a large number of people who are equipped with high technology and are capable of intellectual work are needed. In order to cope with technological innovation, a high level of scientific and technological education is required, and advanced intellectual ability and technical skills to keep abreast with ever-progressing scientific technology cannot be acquired in school education. Enterprises therefore established their own educational and research institutions for the training of researchers and engineers who can meet their specific demands. For the construction of advanced industrial society an intellectual labor force equipped with latest scientific technology is required. This creates the need for new technical and vocational education in the framework of school education. In the meantime the progress of specialisation of industry has brought about the need for training of specialists for various fields. This is emerging as a pressure for diversification of school education.

(3) Pressure for education to meet diversification of occupations

While the contents of the first and secondary industries are getting diversified, the remarkable expansion and progress of the tertiary industry is bringing about an extreme diversification of occupations. And the school is being pressed to provide education to meet the change. In regard to the relationship between school education and vocational education there is a variety of opinions expressed over the substance of school education. In Japan there is no consensus on this point. Especially vocational education in the upper secondary scheme of education involves many problems to be solved. There is a considerable difference between the requirements of the society and the requirements of educators, and they are working as two different sets of pressures.

(4) Political pressure

The government has declared its intention to reform school education from a national point of view in response to the demands of the society. Political parties are expressing their views based on their respective ideological positions regarding school education, home education and social education. Their opinions are naturally diversified and there is no consensus among them. In an attempt to reform the school system through a review of the merits and demerits of post-war education to cope with the anticipated course of development of Japanese society, the government referred the matter for consideration by the Central Education Council and is launching into the implementation of the Council's recommendations. Those who take an anti-government stance are opposed to the proposed reform and are applying pressure to block the reform. In regard to the demands for educational reform arising from students and pupils they fail to make systematic, reasonable proposals and are applying pressure for reform and change by resorting to the means of

school dispute to settle the demand from " those to be educated " to " those to educate."

(5) Pressure from the viewpoint of life-long education

The theory of life-long education, which was adopted by Unesco in its educational thought, was favourably accepted by the pedagogists, educators and learned people in Japan, and there is observed an active trend to review the education and school system in Japan from this standpoint. The concept of " open school " is being considered along with the integration of school education, home education and social education. The idea of life-long education is proving an important support for the educational change and reform required in Japanese society today.

(6) Pressure for change in teaching method caused by development of mass media and teaching machines

The development of mass media such as radio and T.V. and the dissemination of audio-visual aids, teaching machines, language laboratories, computers, etc. are accelerating the change in education. It is no longer necessary that education is confined within the framework of school. In the traditional type of school education a large number of students were crowded into a small classroom to receive a uniform group teaching. With the realization, however, that education must be provided in such a way as to develop one's independent thinking, paying due attention to individual personality, aptitude and ability, the use of audio-visual and other educational equipment is becoming increasingly widespread to work as a pressure for change in teaching methods.

(7) Pressure from teachers' organisations

With the change of teachers' consciousness from calling to labor and then to profession the individual and collective demands of teachers are causing changes in education. The educational environment is growing more and more systematic as the salaries and other conditions of service are improved and the teachers' rights are recognized. This, on the other hand, is making education more formalistic, bureaucratic and privileged. In connection with this such issues as curriculum revision, five-day school week, planned teacher training, etc. are being taken up by teachers and their organisations as pressures for educational change.

(8) Pressure for reform of entrance examination system

The school system established in modern Japan was knowledge-oriented and helped to create a tendency to over-value school career. The higher is one's level of education, the greater is one's chances of climbing the ladder of success in life. This naturally led the nation to a strong aspiration for acquiring as high a level of education as possible, which in turn resulted in severe competition in entrance examinations. Passing entrance examination successfully thus became the first step toward a better opportunity in life. School education is

therefore strongly affected by entrance examinations. There is a growing awareness that no normal education is possible unless the method of selection of successful applicants is reformed. Various attempts have been made so far to reform the entrance examination system unsuccessfully. It is no exaggeration to say that the entrance examination system is a concrete pressure working against the concept of " open school " and the progress of life-long education in Japan.

II. REACTIONS OF THE MEMBERS OF THE JAPAN EDUCATION ASSOCIATION TO THESE PRESSURES

As far as primary education is concerned, there is no great discontent among the members of the JEA, but they are seriously concerned with the future of infant education (particularly kindergarten education), coordination between infant education and primary education and relations between school education and home education, expecting that improvement be made in these fields. In regard to secondary education, which is currently divided into two sections - lower and upper secondary education, - there is an argument that upper secondary education should also be made compulsory to give consistency to secondary education. There is also an opinion that if the division of secondary education into two sections is to persist, the number of school years should be extended in order to cope with the increasing contents of education.

Those who are engaged in upper secondary education agree to the provision of diversified contents of education to suit the requirements of the students with a variety of ability, aptitude and career, who will go into a modern society where diverse occupations are available and multiple values are recognized. But they are opposed to the kind of educational reform which is designed to simply satisfy the needs of industry. They expect that the idea of comprehensive school rather than diversification of courses or kinds of schools in upper secondary education will be adopted so that the students may be able to study according to their own selections.

Concerning the selection of successful applicants for higher institutes of education (universities, junior colleges and higher technical schools), those, who are engaged in upper secondary education, are proposing to replace the present system of entrance examinations to be conducted by individual universities with a new system of selecting successful applicants on the basis of their achievement in upper secondary schools as well as in a nation-wide unified test. They also demand that higher education be reformed to enable " open education " to be introduced and also to establish closer inter-changes between the society and universities.

As for teacher training, we are not satisfied with the status quo and hope that teacher training institutions will be established where greater emphasis is put on the cultivation of a deep sense of mission and enthusiasm in education and also on practice teaching.

With respect to life-long education we support its concept, but we have not yet given full considerations as to how to put it into practice.

In regard to the pressure of teachers' organizations we are opposed to putting the interests of teachers and teachers' organizations above anything else and to taking actions out of political ideology, and we insist that the top priority be given to the rights of those who are to be educated.

We believe that the shift from the education of quantity to the education of quality and the emphasis on humanity building should be the fundamental principles of Japanese education in the future.

III. PRESSURES FOR EDUCATIONAL CHANGE IN THE PAST 10-15 YEARS

The most important of such pressures is that of high-rate economic growth and technological innovation, which have made the nation rich but at the same time have driven people to simple materialism, destroyed the natural environment, created pollution of various forms, caused over-population and under-population and produced a society void of humanity.

People's excessive demands, appraisal and expectations of school education have only contributed to further strengthening the school background-oriented society and invited the rapid quantitative expansion of upper secondary and higher education, which resulted in the deterioration of the quality of school education.

The diversification of values in the society has confused school education, caused university disputes and motivated the government to tighten control over education and to reform school systems.

The quantitative expansion of school population has brought about the changes in teaching methods, but the overriding pressure of quantity is causing the lowering of quality, and this in turn is impeding the progress of teaching method to fully develp individual abilities in the situation of large class instruction.

It is not infrequent that teachers' organizations make a political issue of education by their political actions and thus infringe upon the rights of those who are to be educated.

IV. PRESSURES WHICH JEA EXPECTS WOULD HAVE A GREAT IMPACT ON EDUCATIONAL CHANGES IN THE FORESEEABLE FUTURE

(1) Pressure from industry

Being scarce in natural resources, Japan supports its 10-million odd people with processing industry, which depends upon foreign countries for the supply of raw materials. Therefore, peaceful trading

with foreign countries is vital for the nation's survival. We are fully aware that we cannot win international trust and confidence by anything but the brains and technology to manufacture quality products. Under these circumstances it is obvious that the development of ingenuity and superior technology must be one of the main purpose of education. If pollution and environmental disruptions are the results of industrial development, the elimination of pollution and the purification of the environment must also depend upon the development of science and technology.

(2) Pressure from political circles

As Japan was reborn as a democratic state after the war, a politics-oriented society was formed. There is a prevalent feeling that everything derives from politics. In a society like this politics rather than education is more respected, and education is subjected to strong political control.

Japanese politics is characterized by ideological strife. Politics tends to be moved by dogmatic theory based on ideology rather than to find out solutions for practical problems. There is a strong tendency that everything that happens in the country is linked up with politics and that a political solution is searched for it.

Teachers' organizations are no exception, and they identify themselves closely with political parties to cope with educational problems. The leaders of teachers' organizations, although they are teachers, belong to political parties, always think in political terms and aspire to go into politics. It is quite natural that the teachers' organizations led by such people take political actions.

Teachers' organizations will continue to apply pressure on education by joining forces with political parties. Once the political parties came into power, they would deal with education, exercising the administrative power.

However, the Japan Education Association is convinced that education should be kept independent from politics and should reject political control.

(3) Influence and pressure of the theory of life-long education

The concept of education to serve national interests is gradually being replaced by the thought that education should aim at fully developing individual potentialities and bringing up a person rich in humanity, who can think and act independently.

For the individual education is a life-long process, and the school system and teaching methods are no more than means to better develop his abilities. The new concept of education that all people must continue to study as long as they live so that they can continue to develop their abilities and to contribute to the community and the world will prove a great motivating force for educational changes in the future.

(4) Pressure of technological innovation upon educational changes

Thera are numerous methods for the development of human abilities. It is important to help people to establish the will to study by psychological guidance, but the technical aspect of ability development is equally important. The development of educational machinery and equipment will, together with group learning, have a great influence upon individual learning. The development of educational machinery and equipment may even change the whole concept of school education fundamentally.

No country in the world will object to the idea that education should aim at development of individual abilities. In this sense education can cross national boundaries and become internationalized, and this will provide a good momentum for achieving the ideals of education in the future.

JAPAN TEACHERS UNION

REPLIES TO QUESTIONS III AND II

Post-war educational reform in Japan brought about free and equal 9-year compulsory education in the framework of a complete single-track school system, the freedom of teaching and studies for teachers and the popular control of education on the basis of the fundamental principles of the new constitution, namely, " peace, human rights,sovereignty with the people and democracy." (1947)

However, since about the time of the conclusion of the Japan-U.S. Security Pact in 1950 the old dominant forces prevailing before the war quickly made a come-back, and the conservative government,joining forces with the financial circles and the bureaucracy powerfully pushed a reactionary educational policy denying the democratic principles of the post-war educational reform. And the centralized bureaucratic control of education was intensified by prohibiting the political activities of teachers (1951), making the boards of education, which are the stronghold of popular control of education, appointive instead of elective (1956), and introducing a nation-wide system of efficiency rating of teachers for the purpose of strengthening the control over teachers (1958). It was through this vertical channel that militaristic and nationalistic elements again began to be poured into the contents of education.

Following the forceful inclusion in curriculum of a special period for " moral education," which may be considered a revival of the pre-war teaching of patriotism (1957), the course of guidance prepared by the Ministry of Education, which had been no more than a guideline for teachers, was declared in 1958 to be regarded as national standard; thus in 1961 the Ministry of Education carried out a simultaneous nation-wide achievement test of the pupils in public primary and lower secondary schools to check if the contents of education fixed by the government had been faithfully taught by teachers. In 1964 the government even deprived the teachers of their democratic right of selection of authorized textbooks.

After 1960 the government virtually introduced a multi-track system into upper secondary education in order to fully implement an education of discrimination and selection based on ability in response to the demands of the financial and industrial circles. (We call this a diversification policy). As a result of this, the competition in the entrance examinations for upper secondary schools became even more intensive than before while the control by enterprises over upper secondary schools and their students was strengthened.

In 1971 the Ministry of Education and the Central Education Deliberative Council published a reactionary " educational reform " plan totally denying the ideas of democratic education. This plan made a unilateral assessment of the educational policies of the government in the past 15 years and of the existing conditions of education and set

forth a guideline for new reactionary educational reform to further satisfy the educational demands of the ruling class. It has the following four main goals :

1. Establishment of the system of discrimination and selection based on ability in order to train cheaply and speedily the type of labor force convenient for power and big business.

2. Dissemination of nationalism to pave the way for formation of a people who positively support imperialistic overseas advancement and military expansion.

3. Strengthening of the educational administration set-up to tighten the control over teachers; changing for worse the pre- and in-service education of teachers; centralization of educational administration.

4. Intensification of the ideological control of the people through school education, social education, home education and education within industry.

The reactionary nature of the Ministry of Education is being strengthened since 1971 in terms of the content of education as well as educational administration and financing for the implementation of this " educational reform " plan. Japan Teachers Union has been fighting consistently to block such a pressure from the government upon education and to promote democratic education by developing a nation-wide educational campaign to rally and work for realization of the educational demands of the people from all walks of life. Through this struggle and movement the members of the Japan Teachers Union have come to be aware of the following points :

1. Children, as the next generation holder of sovereignty, have tne right to grow and develop themselves.

2. It is the whole people centering around parents, who have the responsibility to guarantee the children's right to learning.

3. Teachers have the responsibility to completely guarantee the children's right to learning in response to the trust of the parents and to engage in education in accordance with the educational intention of the whole people.

4. Teachers' freedom of teaching and studies must be established in order to guarantee the right of children to learn truth and facts.

By establishing in 1970 the Education System Reviewing Committee, which is composed of leading scholars and researchers in the field of education as well as representatives of workers and mothers, the Japan Teachers Union has been studying the orientation and content of democratic " educational reform " from the viewpoint of the people. In the process of the study, three interim reports were published, attracting the serious interest and expectations from the people. Active study, examination and critical activities were made of these interim reports by

teachers and wide segments of the people, and many of their suggestions were given to the Committee.

Thus the final report titled " Seeking the Educational Reform of Japan " was published in May 1974. The report first analyses the realities of education in Japan today, where the children's right to learning is not guaranteed, and points out that the fundamental cause of it lies in the ability-oriented reactionary and nationalistic educational policy of the government. The report then emphasizes the " principle of justice " based on the constitution to overcome the ability orientation and the " principle of the people's right to education and to educational freedom " to deny nationalism. These two principles were born out of the aforementioned awareness on the part of the members of the Japan Teachers Union through the educational struggle and nationwide educational campaign developed by JTU over the past years.

On the basis of these two principles the report presents the following nine-point recommendation:

1. Screening and integration of the contents of education from the viewpoint of guaranteeing the children's right to learning, and guarantee out-of-school activities.

2. Establishment of the concept of nursing to guarantee the rights of children and mothers simultaneously and mapping out of actual policies based on it.

3. Education of handicapped persons based on the principle of equality and the standpoint of universal education, cooperative education and guarantee of rights.

4. Realization of regional comprehensive upper secondary schools, which will eliminate the disparity between schools and remove the cause of over-competition in entrance examinations, and also of universities with their own character based on the region.

5. Social educational administration to guarantee and develop the people's right to learning and the autonomous study movement of the community residents.

6. Establishment of the autonomy of residents through the restoration of the public election system of the boards of education and other measures.

7. Realization of education supported by public expenses to do away with the thought that the beneficiary should bear the expenses.

8. Strengthening of international solidarity from the viewpoint of the people.

9. Guarantee to teachers the freedom of education and the basic labor rights and civil rights.

On the basis of this recommendation, the Japan Teachers Union is renewing its efforts to further arouse and organize the people's demands for education. The final report of the Education System Reviewing Committee is scheduled to be translated into English for distribution to national and international teachers' organizations, and your constructive criticism or comments will be much appreciated.

REPLY TO QUESTION I

The main pressure for the right kind of educational reform in Japan today is the rapidly mounting demand of the people for a higher level of education, and the campaign to put all applicants in upper secondary schools is advancing throughout the country. This demand for higher level of edcuation is a result of modern technological innovation and social progress, but it is basically a reflection of the people's sound educational demand to seek the building up of personality as the sovereign with independent spirit.

Nevertheless the government has failed to increase the number of secondary schools to meet this demand, and the small increase made was limited to vocational upper secondary schools.

Since the latter half of the 1950's the shortage of labor force has become serious, and the industrial circles have been expecting out of school education the training of a large number of cheap blue color workers, except for a limited number of élite cadre. Consequently, the diversification of upper secondary education was accelerated since the end of 1960's with the number of vocational courses directly linked with jobs available in industry now amounting to as many as 270.

Despite such an ability-oriented discrimination and selection system, the percentage of enrollment in higher level education sharply rose from 79.4% for upper secondary schools and 23% for universities in 1969 to 89.4% and 32.2% respectively in 1973. This remarkable increase in the people's demand for higher level of education conflicts squarely with the government policy of diversification based on ability. The contradiction is specially noted in the decline in the percentage of students enrolled in vocational upper secondary schools, where only narrow technical education is provided, from 40% in 1969 to 35% in 1972. On the other hand, the ratio of vocational upper secondary school graduates enrolled in universities increased from 7% in 1969 to 10% in 1972. These facts clearly indicate that the people's educational demand is focused upon the total development of personality as the sovereign with independent spirit.

Faced with this situation, the Ministry of Education was forced to set up a new curriculum council in 1973 to review how upper secondary education should be, and the vocational education improvement committee of the same Ministry pointed out in January 1974 the necessity of 1) improving the job-oriented curriculum and 2) reviewing the 270 courses established in line with its diversification policy. This illustrates that the people's educational demand is the fundamental pressure for educational reform.

JAPAN

REPLY TO QUESTION IV

In order to cope with the reactionary educational policy in the 1970's the " People's Alliance for Promotion of Democratic Education " was formed at the end of 1971 by 16 national labor unions, cultural bodies and women's organizations. Later similar educational joint struggle organizations were established in various prefectures and regions, and the study meetings and educational demands campaigns organized by teachers, workers and parents are being developed extensively. Thousands of representatives from various prefectures take part in the " People's Grand Meeting for Promotion of Democratic Education " held in November each year for the purpose of exchanging experiences and negotiating with the government agencies concerned. The People's Alliance at the moment has the following four common goals for nation-wide movement:

1. Increase in the number of public academic upper secondary schools and elimination of disparity between schools.

2. Alleviation of the parents' burden of educational expenses and increased financial assistance to private upper secondary schools.

3. Increase in the number of nursery schools and kindergartens and betterment of out-of-school educational facilities and conditions.

4. Guarantee of the teachers' freedom of teaching and studies and large-scale increase in the number of teachers.

A Nation-wide progress is observed particularly in the movement to put all applicants in upper secondary schools, the campaign for public subsidy on tuitions for students of private upper secondary schools and the drive to demand conditions to enable severely handicapped children to attend school.

The rising interest of the people in education is being expressed through the nation-wide campaign for realization of specific educational demands of the people in confrontation with the reactionary educational policy.

In the spring of 1974 the organized workers of Japan staged a nation-wide general strike to press the people's major demands, and the Japanese police applied political pressure unprecedented in the history of the labor movement in any country upon the Japan Teachers Union, which participated in the struggle along with other industrial unions. Quickly detecting that this brutal police action has been inspired by political intent to bring further reactionary and militaristic trends into education, vast masses of workers and parents, uniting themselves around progressive political parties and democratic organizations, immediately formed the " Joint Struggle Council to Oppose the Suppression of the JTU and to Crush the Reactionary Trend in Education " both at national and prefectural levels. They are protesting the unreasonable oppressions and are developing a national campaign for the defense of democracy and education in Japan.

JAPAN

A frontal clash is now seen over the educational policy in the 1970's between the reactionary " educational reform " plan based on the concept of the right of education belonging to the state and the democratic " educational reform " plan based on the concept of the right of education belonging to the people. However, the Japan Teachers Union is convinced that it is a historical inevitability that a bright future can be built up only by the struggle and movement for realization of democratic " educational reform " to satisfy the people's educational demands.

KOREA

KOREAN FEDERATION OF EDUCATION ASSOCIATIONS

Change is an ubiquitous phenomenon. We see it going on everywhere. In the past few years the notion of change has come to be an element of educational policy in a growing number of countries. Continuous change is with us because of the reciprocal connection between society and education, because of the scientific and technological development which ever places new demands on education; however, it may be easier to pay lip-service to the concept of change than to put it into practice particularly when a complex and well-developed system of education is involved.

There is a trend to involve teachers and their organizations at the early stages of educational changes. Teachers' organizations should engage in change formulation at such times as will most effectively use their special knowledge and concerns. Neither in practice nor in theory is it wise for governments to complete the formulation of change and only then ask for the support of teachers' organizations. To bring teachers' organizations into consultation only after all important issues have been settled creates a needless danger of head-on conflict and reduces the probability that any proposed changes will be sound. There have been in Korea many educational changes. The Korean Federation of Education Associations (KFEA) has been active in change proposals to the government on educational issues, and it has well represented the voice of the teachers. KFEA has assumed the role of stimulating the needs felt for educational changes among the administrative authorities and the general public.

KFEA's most successful participation in the formulation of educational change was the conscious working towards local autonomy in educational administration. Local autonomy in educational administration was an epoch-making system in democratizing the educational administration in Korea. It was started on June 4, 1952, when municipal and country boards of education south of the Han River held their first official meetings.

The legal foundation of the system had been provided in the 1949 Education Law, but the unexpected outbreak of the Korean War stood in the way of its immediate implementation. The leaders of KFEA at its early stage of development had strong voices in shaping the system. The participation of KFEA in promoting local autonomy in educational administration had three distinguishing features.

First, it was the major force in checking the strong movement launched in 1953, 1955, and 1957 to abolish the school districts and the boards of education. On the grounds that the system was ineffectual, wasteful and premature for the Korean situation, a strong movement to stamp out the immature system of local autonomy in educational administration was launched. Through the concerted efforts of the teacher organizations the movement failed.

Second, KFEA came to advocate some positive plans for strengthening the system. In September 1958, it established the Committee for Local Autonomy in Educational Administration, which, in turn, came to recommend in May 1959 such measures as the establishment of provincial educational districts, strengthening legislative functions of the municipal boards of education, and discontinuing the ex-officio chairmanship of the mayors and county chiefs in the municipal and county boards of education.

Third, KFEA acted as a strong pressure group in restoring the local autonomy of educational administration when it was nearly abolished following the May 16th Revolution in 1961. In October of that year separate school districts were abolished and the educational administrative mechanism was integrated into the general public administrative organization. When the Education Law was amended in November 1963, the existing system was provided, which was put into practice from the beginning of 1964. The existing system provides for seven-member boards of education in Seoul, Pusan and the provinces, and in each municipality or county there is a chief educational officer who is placed under the supervision of the superintendent of the provincial board of education.

Since August 1953 when the abolishment of educational districts was discussed in a cabinet meeting and debated in the National Assembly, KFEA submitted recommendations and petitions to the authorities concerned, issued official statements, conducted research and engaged in public relations activities countless times by such means as carrying editorials in the Saehan Shinmun (the KFEA organ) in connection with this problem.

Another successful participation of KFEA in the identification of the need for change, in the creation of a right climate of opinion for the acceptance of change and in the introduction of specific change in policy, is the abolition of entrance examination for middle schools in 1968.

Education may best be defined as a process of social reshaping.Thus defined, education cannot be considered merely as a means of cultivating the capacity for social adjustment. Education should be taken as an expression of the will to change man's environment. It creates new values and tries to mold society according to these values. From the statistical point of view, Korean education seems to be in a highly favorable state. Looking at college enrollment alone, there is one college student to every 18 persons in the population; this is a figure higher than that for England. Some educators warn that education has reached an almost explosive stage in Korea. No parents in the world are more enthusiastic than Korean parents in ensuring higher education for their children. Such a competitive and overzealous scramble for education gives birth to many social problems, especially at the time of the entrance examinations of various schools. The scramble for advanced education and for prestigious schools is almost tragically fierce, and not infrequently parents commit suicide due to the strain and anxiety

of getting their children into good schools.

The lack of financial resources on the part of the government, and the consuming passion for education on the part of the parents, combined to produce severe competition for entrance examinations to the first class middle and high schools, with the result that education degenerated into a tool with which the parents fulfill their wishes, instead of teaching the children. As a means of remedying these ills and defects of the educational system and its unhealthly trends, the government frequently changed its examination system for the entrance to the nation's middle schools, but the situation developed from bad to worse despite the sustained effort of the government. The education of the second generation which would shoulder the future of the nation was becoming almost hopeless, while the health of the children was declining because of their extended school hours and extracurricular study. Primary education was, in other words, fast becoming merely a preparation to enter the best middle schools.

Those who were concerned about the issue, including government agencies, educators and parents, began to tax their ingenuity to solve the problem. If the government could extend the period of compulsory education from six to nine years to cover the middle school level, the problem would have long been solved. The examination-oriented education for primary school interfered with teaching of a normal curriculum. It also damaged the health of the growing children. Statistics showed that the pre-school Korean children were healthier than the Japanese children of their age in general, but with their entrance to primary school the balance gradually tipped against the Korean students, who slept an average of six hours a day. Their lack of sleep and the constant obsession with examinations also worked against the mental hygiene of the children.

KFEA held a symposium on the normalization of compulsory education on October 11, 1967 and made a recommendation to the government to abolish the entrance examinations to the middle schools. On October 6, 1967 KFEA made an open declaration of its view on the issue. An energetic campaign was launched in 1968 for the abolishment under the slogan of " Let Us Save Six Million Children from Entrance Examination Hell ". In April of that year KFEA publicized its plan for the abolishment after an exhaustive study of the problem.

As the situation was fast getting out of control, the government, on the strength of KFEA recommendation, took action in July 1968 to abolish entrance examinations to Seoul middle schools, starting in the academic year of 1969. In order to facilitate the abolition, more schools were built, new division of school districts was adopted, various summer and winter teacher in-service training programs were organized. Equalization of the standards of all the middle schools, facilities, and teaching implements was planned.

This total abolishment of entrance examinations for middle schools aimed at the normalization of primary school education and the improvement of students' health. A research showed that 70% of those surveyed said

that the balanced curriculum helped the children grow emotionally secure and 83% healthier than before; 77,5% said that they welcomed the abolition of extracurricular studies; 74% said that the new system helped equalize the standard of all schools, and that as a result there was no need to compare one school with the other. And, finally, 90% said that the abolition of entrance examinations considerably reduced educational expense, because there was no longer the need for extracurricular studies and extra textbooks.

As John M. Gaus wrote, " Organization is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities. It is the relating of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objective with the least friction and the most satisfaction to those for whom the task is done and those engaged in the enterprise." Organization, in other words, indicates a cooperative system of division of work for the attainment of a common purpose. It is a fundamental prerequisite of group activities. Now there seems to be little room for doubting the necessity of reorganizing the teaching profession in order to facilitate its effective participation in educational change.

In the past KFEA most actively participated in problems related to teacher salaries, and the results of participation were noteworthy despite the fact that the members of the profession were far from being satisfied. Local autonomy in educational administration was the second problem area of participation, which was both significant and valid. On the other hand, as far as other fundamental problems in education were concerned, participation was rather inactive and superficial. It is natural for the teaching profession to have actively participated in such problems of immediate concern as teacher salaries and teacher rights, but in the long run even with such immediate problems no effective solution would be reached if fundamental problems of education are not solved. With the improvement of the national system of education and of professional qualifications of teachers the socio-economic status of teachers will also be improved. The teaching profession in this connection needs to broaden its scope of participation with vision and far-sightedness.

LIBERIA

NATIONAL TEACHERS ASSOCIATION OF LIBERIA

A. NATIONAL

a. Social:

Realising that education is their democratic and legitimate right, that education is an invaluable, effective instrument for social change, individual fulfullment and self-reliance, that secondary as well as primary education has become free and the cost of higher education reduced by 50 percent, more Liberians, the school-age population which is growing at a very rapid rate, are entering schools than ever before. There is an annual increase in the number of schools. There are mounting enrollments at all levels of the system. In 1972, total enrolment in all schools in the country was 32 percent over 1971.

Consequently, the two major challenges of the Liberian education system, like any developing country, are (a) " The expansion (and improvement) of existing educational opportunities and facilities to benefit the people-democratization of education; and (b) improvement of the out-puts of the educational system at all levels and making education responsive to the growing needs of (Liberia)."

b. Economic:

The government of Liberia discourages heavy dependence on other countries to meet the basic needs of the Republic. As a result,every citizen is urged to produce more - on farms, in gardens, in small industries - to make the population self-reliant. This effort has been known as " Operation Production." In harmony with this, the teaching of practical and vocational skills is planned to begin on the elementary school level and to be intensified on the secondary school level so that every citizen will be proficient in at least one skill. As a result of the emphasis on vocational education, teacher training institutions must include in their curriculum activites in major skills. On the first level teachers may teach practical arts; but specialisation is required on the second and third levels.

As a result of inadequancy of revenues in the country, in 1944 a financial and economic policy, known as the Open Door Policy, was launched by the late President William V.S. Tubman. The purpose of this was to invite and encourage foreign capital investment, foreign industrial concerns and businessmen to exploit the natural resources on a cooperative basis. Now there are mining, timber, brewery, oil, cigarettes, sugar and other industries in the country. Commercial enterprise, banks and a tourist industry are being established. Concommitant with this is the demand for developing the country's manpower and raising and developing the skills and productivity of the Liberian people.

c. Political:

Like the political structures of societies that strive for modernity, the political structure of Liberia leans toward three fundamental concepts - national unification and integration, utilitarianism and equality of opportunity. National unification is urgent because there is a tendency to diffuse widely political participation (membership in civic society) among the citizens of the nation - a nation of a " Wholescome Functioning Society of the total, dynamic, and individual involvement of every Liberian in affairs which are in the interest of the nation. With Utilitarianism, there is a tendency on the part of the present government to strive with every fiber of its being to make Liberians productive and raise their social and economic levels to " higher heights ".

Finally, it is the policy of the government to further equality of opportunity, with the hope of creating conditions that will allow human potential to express itself in economic matters; for, the " Wholesome Functioning Society " envisioned for Liberia must guarantee opportunities for all. Toward this end, in 1972 the government made secondary education as well as primary education free in all public schools and reduced the cost of higher education by 50 percent, expressing its obligation to Liberian youth to regear the educational system for better and improved opportunities for technical, scientific and vocational education in Liberia.

B. INTERNATIONAL PRESSURES

1. Sierria Leone/Liberia cooperation in education:

Liberia and Sierra Leone are consolidating efforts for educational as well as economic cooperation. Liberia is also seeking membership in the West African Examinations Council.

2. Liberia's membership in the West African Examinations Council will create a demand for modification and improvement in the quality of Liberian education.

II. The process for educational change has undergone the following steps :

A. The identification of the need for change

1. The inherent right of all to education
2. An unprecedented increase in school enrollment
3. The inability of the educational system to provide both the quantitative and qualitative manpower needed for national development.

4. The inflexible character and nature of the Liberian curriculum.

B. The creation of the right climate of opinion for the acceptance of change.

1. The First National Education Conference in 1968, followed two years later by the first national conference on curriculum review at the University of Liberia: 11-12 November, 1970, and the second conference: 7-8 October, 1971. These conferences were characterized by:

a) involvement of public, private and mission schools;

b) a willingness on the part of the participants to speak critically and frankly about the problems and issues related to the present curriculum without fear of sanctions; and

c) the tone was set to focus thinking on curriculum reform and development.

2. Smaller conferences were held in 1971 to include any missing criteria for curriculum reform, which included such problems as:

a) availability of adequate resources (personnel, material) to guarantee success of the program;

b) over-aged pupils in elementary school;

c) structure of the school system (6-3-3, 8-4 or what?);

d) the function of the National Examination in the new curriculum; and

e) the problem of promotion and repeaters.

C. The introduction of specific changes in policy:

a) Revision of the national curriculum

b) Employment contract for teachers

c) Salary scale revision

d) Pension plan

e) Teachers' certificate by grade

f) Foreign scholarships - more African Universities to be considered

D. Implementation of the changes in practice:

a) Contract now to be signed

b) Some salary increase made

c) Curriculum revision now in various stages

d) Some teachers retired with percentage of salary as pension

e) Association of African Universities - more scholarships to be offered for Liberians to study in Africa.

NATIONAL UNION OF TEACHERS

Malaysia can proudly stand among the independent nations of the world and boast that she has truly a national education policy designed to reflect the aspirations of her plural society. This policy was derived after lengthy serious discussions among politicians and educationists who were mandated to draw up a new education system with emphasis to ensure that the new system would imbue in the new school-going children the spirit of attachment, the feeling of love and loyalty towards their nation.

In the pre-independence period when the Peninsula Malaya was under colonial masters, immigrant labour was imported in large numbers to work the country's new-found wealth - the rubber and tin industries. Invevitably, the immigrant races brought with them their cultural values, customs and traditions and today we have a multiracial population with diversifying cultures and languages. The colonial overlord, the British did little to encourage education among the immigrant population other than opening a few schools here and there to educate the Straits-born Chinese, Indians and Malays in the colonial language to fill up the subordinate posts in the Government service and the private sector. The Chinese community out of clannish attitude built and supported primary and secondary schools all over the country where there is a high concentration of Chinese. These schools provided education to students in the Chinese medium and were staffed by China-trained teachers. The syllabus was very similar to that used in the Chinese mainland. The Indians who came here under the Indian Immigration Fund arrangements were more concerned with getting employment for themselves and sent home money to support their loved ones in the Indian sub-continent. The British however did not place any hindrance or obstacles in the way of the education-conscious Chinese community and Indian leaders to perpetuate their cultural values and native customs in this country. Education in the Malay medium was purely to train their young to know and practise the ideals of the Islamic faith and follow the vocations of their ancestors.

With the advent of independence, which was finally achieved in 1957, things began to change. Educators began decrying the need for a truly national education system which would reflect the aspirations of a multiracial population in an independent Malaya. Hence, the first attempt at creating national awareness and national identity came about with the setting up, of the Razak Education Committee comprising the Education Minister, Education Ministry officials and educators, leaders of the various communities to outline a new policy which could truly reflect the wishes and needs of independent Malaya.

The Razak Education Committee gave a new meaning and a new direction to the education system in this country. Schools which hitherto had been operating independently or under Government control were required to follow a set syllabus which was aimed at educating the school children to feel, think and act like citizens whose loyalty was to none other than the new independent Malaya. Schools could continue to give instruction in the vernacular languages and those doing so would qualify for grants-in-aid and Malayan-trained teachers if they conform to the new requirements. However, all Government schools examinations at Form Three level and Form Five level shall be either in Bahasa Malaysia or English.

The sixties were a period of tremendous conflict and change in the field of education. The Chinese community continued to put up strong representation to have Chinese recognised as an official language and likewise the Indian community to have Tamil as one of the nation's official languages. Politics was centred on this issue. At the same time, politicians, parents and teachers organisations alike called for a review of the new education system which was very much based on the British-type as automatic promotion was producing an army of semi-literates who neither could enjoy full secondary education nor utilise their education for a living in a meaningful way. Pressure upon Government to provide free primary education became a reality when the ruling party announced the abolition of the Secondary School Entrance Examination and provision of free primary education as from 1964.

The sixties was also a period of tremendous change as far as the education system was concerned. As a result of pressure from educationists, textbooks used in schools reflected a new reality - the independence of this country. More schools were built both in the urban and rural areas to meet the growing school enrolment.

Technical education was given a boost when it became evident the country must orient its policy and reform the system to meet the challenges of the seventies - the era of science and technology. Malaysia, a predominantly agricultural economy, was transforming itself into an agro-industrial economy with the industrialisation programme that brought investors into this country. Within a decade, hundreds of factories producing manufactured goods and processing essential commodities mushroomed all over the country. A demand for skilled artisans and trained technicans prompted the Government to review the opportunities for technical and commercial education. By 1965, the Government came out with the idea of vocational schools, technical institutes and, recently, polytechnics to provide a reservoir of skilled labour to meet the demands of industry. A shift in emphasis in education became evident when Government leaders stressed the value of technical education for employment. Private technical and commercial schools sprang up all over the length and breadth of the peninsula. The switch from providing academic education to technical know-how in order to prepare the children to fit

into blue collar jobs instead of office employment was a welcome change.

With the provision of free primary education, it became inevitable that enrolment at primary level would reach serious proportions. Hundreds of schools continue to be built to meet this growing demand. Hence a big slice of the national budget was spent on education, schools and teacher training programme. The late sixties was a period of significant change. Schools became overcrowded and teaching load increased to meet the shortage of trained teachers. Education no doubt at primary level was a strain on thousands of Malaysian families and as early as the 1960's, despite an increase in pupil enrolment at Standard One, drop-outs reached alarming proportions until parents, teachers organisations and politicians decried the need to check this unhealthy trend.

Investigations revealed that education was an expensive item in the family budget and unless positive action was taken, the nation would soon have an army of semi-literates who could pose a serious threat to the nation's well-being. Government launched massive aid programmes in the form of more free places at secondary level, more textbook and uniform subsidies and more free hot meals programmes.

Demand for more University places to prepare prospective candidates for top managerial and executive level appointments to steer the nation's economic development plans prompted the Government to increase the number of universities and institutions of higher learning. Since 1967, four more universities were established to increase the intake of future doctors, scientists, economists, engineers and management executives. The Mara Institute of Technology increased the intake of 500 in 1960 to 4000 in 1970 to train more bumiputra candidates for managerial and executive posts in the nation's expanding industries.

The seventies is another challenging era for independent Malaysia. The implementation of one medium of instruction from primary school to university on a phased basis beginning in 1970 in Standard One to university level in 1982 is an experiment aimed at creating a new Malaysian nation to face the realities of living in the true Malaysian manner.

The seventies will also forsee a period of reforms in the education system. Parents and teachers organisations are pressing for a review into the rigid examination-orientated school system which are presently producing discontented semi-literates in an era of inflation and unemployment.

NEW ZEALAND EDUCATIONAL INSTITUTE

I. Significant pressures for educational change in New Zealand today

New Zealand has a small highly complex society with a high level of literacy, high living standards, and considerable social and geographical mobility. New Zealanders live in a society which has become familiar with the increasing pace of change spurred on by the application of computer technology, rapid transport and mass communications. These developments, common to many countries today, have been reflected in pressures on the education system to adapt to meet new conditions and fulfil new needs. The pressures for educational change in New Zealand at present are magnified considerably by the efficiency of mass communications.
Newspapers, radios and television as well as books, magazines and articles make the views of pressure groups known by a large segment of the community in a relatively short time. It is significant that, whereas some years ago a visiting educationalist would have addressed learned societies and groups of teachers, such visitors are now much more likely to be interviewed by newspaper and television reporters and address public forums simply because, through their published works, these people may be already known to a wide audience.

New Zealand does not lack pressure for educational change - rather there is a lack of coherent pressure for change. The pressures arising from a great variety of sources - parents, employers, newspaper editors, teachers' organisations and so on - are generally being applied to different parts of the system and may embody entirely different philosophies. The pressure being applied by an interested group to have a play centre established in its neighbourhood, because of the philosophy which the play centre movement embodies,could contrast quite sharply with the pressure from employers to retain a secondary school syllabus tied to an external examination system. A possible result when pressures are in conflict is that no change may result.

The pressure for change is expected to be made considerably more coherent by the working of the Educational Development Conference. Following a recommendation from the National Development Conference, the National Party Government set up an Educational Priorities Conference, the first phase of which took the form of a plenary meeting in Wellington of some 300 delegates held on two days in August 1972. The organisation of the Conference was the responsibility of the Advisory Council on Educational Planning (ACEP), a sector

council of the National Development Council.

A large number of submissions were received prior to that Conference and three working parties were established to study -

Educational Aims and Objectives;

Improving Learning and Teaching;

Organisation and Administration of Education.

The terms of reference of the working parties required them to recommend an order of priority for the various recommendations and it was the intention of the National Party Government to terminate the Priorities Conference with a final plenary session in Wellington in August 1973. The working party reports were to be available for this meeting.

In December 1972 the Hon. P.A. Amos, Minister of Education, announced that the final plenary phase of the Educational Priorities Conference would be replaced by an Educational Development Conference. The Minister asked the three working parties to continue preparing their reports and subsequently informed the chairmen that they should take a longer time to complete their task and should feel free to broaden the terms of reference if required. The Advisory Council on Educational Planning (ACEP) was asked to continue acting as steering committee for the Development Conference.

After considerable discussion with ACEP and the Department of Education, the Minister announced on 28 March 1973 that the Educational Development Conference would consist of a number of regional seminars to be followed by the compilation of a summary report by ACEP. The working party reports would be used as basic documents for discussion and a number of overseas educationists would be invited to visit the country.

Broadly speaking, the aims of the Conference were laid down as:

1. to disseminate information and ideas;
2. to encourage community involvement, discussion, and debate;
3. to examine current thinking on attitudes and approaches in education;
4. to establish a philosophy for education in New Zealand;
5. to propose a programme for future development.

At the last official count almost 55,000 people had involved themselves in discussion groups. This figure represents those people who have bothered to go through the business of formal registration and it would seem obvious that the number of people involved in one way or another is somewhat higher. The discussion groups have been encouraged to return some account of their deliberations to the local secretary organisers. In some areas this information has been processed at the local level but all material is being sent to the central Conference secretariat where it is to be read and summarised. This is a sizeable task but it will allow a consensus on issues to be obtained; it will allow original and unusual ideas to be noted; and it will allow regional differences to become apparent. The final report of the Conference is expected to be available before the end of 1974.

Other Pressures for Change:

Changes within society have created pressures for change in education. Considerably more women have joined the labour force in the last decade and the schools have been asked to accept greater responsibility for the care, welfare and moral development of children. This trend has been of considerable concern to teachers, and schools have been making efforts to involve parents more closely in the programmes of schools, through the development of active and effective parent-teacher groups. Associated with these pressures has been a move by the Department of Education to develop a course of study entitled ' Human Development and Relationships in the School Curriculum ', and labelled ' Sex Education ' by its critics. A study group, representative of a wide variety of interested groups including the Institute, was set up a little more than a year ago to prepare a study paper for discussion and comment. The paper has now been published widely and states quite clearly that the objectives of the proposed programmes require the involvement of parents and that all courses of study must be built on the work of parents. Teachers are already reporting a growing interest and desire for involvement in discussion of a wide range of parents. Such interest and involvement will undoubtedly encourage teachers to develop suitable programmes.

A major emphasis in New Zealand primary education since World War II has been to develop children who are literate, and who are able to question their societies' aims and institutions and to work towards improving them. As a result, students at secondary and tertiary level are now questioning the objectives and practices of the education they are receiving.

Employers require a yardstick with which to measure the potential and suitability of prospective employees and this has traditionally been the ' external ' examination administered

by the central authority after three, and again after four years of secondary schooling. The external examination has exerted a significant effect on the school curriculum and there has been considerable resistance to pressure for its removal. It has been claimed, with some justification, that school curricula have tended to include only those elements which ensure success in the examinations. On the other hand, groups in the commercial world have frequently expressed dissatisfaction with the attitudes and standards of performance of young people starting work. It is a commonly heard criticism that the schools have failed to produce the workers which a complex society needs. Although similar criticisms have been with us since universal education became commonplace, they have nevertheless created considerable pressure for change.

From time to time overseas trends have exerted significant pressure on the New Zealand education system.The most recent has been the so-called ' open plan ' design of school buildings. With little preparation in terms of training and resources, a concept from overseas has been used in designing new buildings, and in some cases enthusiastic innovators have modified existing buildings. In this instance overseas developments have exerted an influence on school activities and have placed considerable stress on teachers to adapt their teaching to suit the building in which they teach. Teachers' organisations have maintained that, instead, buildings should be designed to facilitate good teaching practice.

Teachers' organisations have themselves initiated change and the professional journals of both of the major teacher organisations illustrate the concern teachers have about change. The Institute, for example, was one of the prime movers behind having an Educational Development Conference and has been instrumental in securing a positive response from teachers to its recommendations. Since its inception in 1883 the Institute has been progressively drawn into the Department's decision making so that today it would be hard to imagine any important proposals being developed without the fullest consultation. The pooling of information between the Department and the Institute has avoided serious misunderstandings and has made unexpected disputes rare.

Considerable pressure for change has been created by the migration of rural (particularly Maori) families into the cities of New Zealand. This constant and persistent movement has been very evident in the post-war years and has resulted in urban schools finding that their programmes are inadequate to meet the needs of quite large groups of pupils - an inadequacy intensified by continuing migration from neighbouring Pacific Islands. This movement has been accompanied by a sudden growth in the Maori population due to better standards of health and education and rising standards of living. Until quite recently the education system tended to regard the education of Maoris and Polynesians as being no

different from that of other New Zealanders except, that the pupils had a brown skin. The special background and needs of these people were not recognised and they were blamed for their failure to benefit from education. As a result both Maoris and Polynesians have been disproportionately represented in occupations requiring a low level of skill and in surveys of groups coming into conflict with the law. These factors have led to pressure on the education system to adapt to meet the needs of these groups.

Teachers in some tertiary educational institutions have exerted pressure for change in the past and can be expected to do so in the future. There is a tendency for these institutions to consider that society and the educational establishment are too hesitant in identifying educational goals and moving towards them. It is probably significant that staff members of universities have played a prominent part in the establishment of ' alternative ' schools in some New Zealand cities in the last few years.

Education is seen as a vehicle by many groups promoting such causes as environmental concern, abortion law reform, prison reform and women's liberation. These groups have therefore created pressure on the education system to provide appropriate programmes to assist in furthering their aims; indeed these groups often feel that education has a function to perform which cannot be achieved in any other way. There is little doubt that minority groups have exerted considerable influence in New Zealand education, ever since its formal inception in the second half of the nineteenth century, but the significance of such groups has seldom been as great as at the present time. Both Government and the Education Department have shown a willingness to consider the claims of minority groups. Private schools, for example, have recently received increased State support. The Churches' Education Commission, supporting programmes in ' Values Education ', has also received a sympathetic hearing.

II. The reactions of teachers to these pressures.

In New Zealand we have become masters of the art of consensus. A recently retired Prime Minister said on the occasion of his 70th birthday that he had quite consciously set out to be a consensus politician. Many of the decisions of the National Party Government between 1960 and 1973 reflected that attitude, and the same may be true of the educational world - and so decisions are likely to be made which upset the fewest people. This has resulted in a patch-and-mend type of reaction to pressure rather than the drastic surgery which may be necessary, especially in some areas of the system. The reactions of teachers vary from those who reject change in almost any form to enthusiastic innovators. This range is quite

evident in the reaction of teachers to the development of ' open plan ' building design.
Some principals and teachers have grasped the idea enthusiastically and have modified existing buildings, while others have resisted the idea entirely. Most teachers, however, are asking for a comprehensive evaluation, and insisting on certain safeguards such as the provision of adequate training and appropriate equipment and resources. The Institute's draft policy on unconventional classroom designs is available in request.

There is no doubt that teachers are being confronted by change on a larger scale and in a wider range of areas than ever before. Even highly skilled and competent teachers are feeling overwhelmed by change and can be expected to react defensively to further change. This is in part due to poor communications between curriculum developers and the teaching profession. In 1973 the Institute prepared a paper on this subject entitled ' Barriers to Curriculum Change ' which attempted to identify the reasons why the New Zealand education system may be resistant to change.The paper dealt with problems associated with insufficient training and resources, but pointed out quite clearly that the overall problem was a lack of communication. The result of such a situation is often an illusion of change where the shadow replaces the substance. In the words of Dr Beeby, one-time Director of Education, ' teachers have a tremendous capacity to go on doing as before under a new name '. Thus the Institute has clearly welcomed change but has sought to steer its implementation and to safeguard members from unreasonable demands.(A copy of the Institute's paper is available on request).

Teachers tend to view university and teachers college ideals with some suspicion. The result is a paradox, with some groups working to maintain the status quo or even to reverse trends, while others are in the vanguard. This is not to suggest, of course, that both of these groups do not have genuine motives and a sincere desire to do what is best for their pupils.

III. Major pressures for change in the last 10 - 15 years

There has been a great deal of pressure in the last decade to make education more relevant to the needs of pupils in a modern complex society, accompanied by the clear realisation that many school programmes were becoming irrelevant to the lives and needs of an increasingly large segment of the school population.

The Report prepared by the Department of Maori Affairs (1960) and the Report of the Commission on Education (1962) have acted as catalysts to stimulate and hasten change. They have advocated changes to make education more relevant to the

needs of our Polynesian population, to enable these groups to learn in new ways and to be taught by different techniques so as to overcome their educational handicaps. Both of these reports clearly stressed the need for a more broadly based curriculum to meet the needs of more than just an intellectual elite. Education has thus been seen to have a responsibility, not only to modify existing programmes, but sometimes to break ground such as teaching moral values. The proponents of these changes have looked towards the schools to avert social ills.

Curriculum change has been stimulated by the establishment and growth of the Curriculum Development Unit within the Education Department - a major recommendation of the report of the Currie Commission on Education, 1962. The unit currently has a superintendent and 36 members who have responsibilities in various subject areas. The members of the unit have no inspection or grading functions and are therefore able to concentrate on the development and dissemination of curricula and materials within their respective subject areas. The present superintendent has developed a climate where teacher organisations can play a significant role in curriculum development. A parallel growth in the ability of the Institute to prove the value of its contribution has also taken place. In 1967 the Institue appointed its first curriculum officer whose major responsibility was to organise the activities of the Institute's eleven curriculum committees, as well to sample teacher opinion and to make sure that the Department was aware of the curriculum needs of teachers.

During the last decade three-year teacher training has been progressively introduced to New Zealand teachers colleges and the resulting changes in training have undeniably exerted significant pressures for change. This has been accompanied by a progressive rise in the educational standards of entrants so that now more than 95% of entrants have University Entrance as a minimum qualification.

The influence of parental groups is difficult to determine. New Zealand schools are partly controlled by an elected school committee whose main functions are concerned with grounds and buildings and who have no control over curriculum matters or the staffing of the school. School committees in turn elect the members of the Education Board. The Education Board is the employer of teachers and has a responsibility to build, staff and equip schools. In addition almost all schools have a parent-teacher organisation whose aim is to involve parents in the education of their children as well as to explain the school's aims and objectives. Though these channels of parental influence exist, many schools find that a majority of parents appear to take little interest in school activities. However, their national organisation formes a significant pressure group.

There has been pressure in recent years to increase the availability of early childhood education trough the institutions for pre-school education. In New Zealand these are the free kindergartens and the play centres. The fact that many children entering school have had the experience of some pre-school education has created a need for some changes in infant class teaching practice.

The education of children in rural areas has given some cause for concern, and various strategies have been adopted in an effort to ensure that children in rural areas have educational opportunities at least equivalent to those in urban areas. Various types of school organisation have been used in an attempt to attract suitable staff and provide appropriate facilities; these include area or district schools catering for all pupils, schools for pupils in the first six years of formal education, and schools for pupils aged ten to seventeen years of age. The most significant influences on rural education, however, have been the development of first class roads, the advent of the private car and the upgrading of positions of responsibility in small schools. The urban migration has had the unfortunate effect of leaving some areas more sparsely settled than previously and this has made it difficult to provide satisfactory secondary education in these areas.

IV. Pressures likely to create most influence in the future

The Educational Development Conference can be expected to exert a significant pressure for change during the next decade. The reports of the three working parties have been issued and have already stimulated considerable discussion, involving community groups, throughout the country. The conference report on teaching and learning has recommended four major priorities - the continuing education of teachers; adequate resources; the strengthening of school based curricula and changes in methods of assessment; and an increased emphasis on research and evaluation. The conference may have an important benefit in that it is bringing together many of the different groups and individuals who apply pressure on the system, and is promoting a dialogue between them. This may well demonstrate to the people involved just how diverse are the points of view both on broad issues, such as the direction in which our education system should be developing, and on detailed matters, such as who should have a say in the appointment of a primary school principal.

There has been pressure throughout this century to individualise teaching programmes, and this pressure can be expected to increase. In the past the individualising of programmes has been hindered by classes of more than 40 pupils and insufficient

teaching resources. The Labour Party Government committed itself to staffing ratios of 1:20 in infant classes, and 1:30 in standard classes, in its 1972 election policy. Although there has as yet been little tangible commitment to the proposals, these schedules can be expected to be progressively introduced in the next few years and will assist teachers to individualise their teaching.

The pressures already apparent in other countries, such as the de-schooling movement typified by Illich and Reimer, and the re-schooling movement of Holt and Kozol, are likely to become increasingly important in their implications for New Zealand.

Militant minority groups such as those representing Maori rights are gaining in strength and political awareness and may make racialism a much bigger and more tension packed issue. As issues such as this become prominent, there will be increasing pressure on the education system to modify its practices to deal with them.

Children in New Zealand are staying at secondary school longer and there is a progressive increase in the number of students receiving some form of tertiary education, whether in a university or technical college. This trend is expected to continue and will lead to a more critical analysis of the contribution of schools to society.

The concept of life-long education has become increasingly accepted in New Zealand and will have major implications for the education system. Society is changing too rapidly for education to be confined to the individual's formative years and carried out according to some pre-determined scheme. Education in the next decade will be under considerable pressure to prepare the products of its formal stages for a lifetime of learning through a wide variety of means.

NIGERIA

NIGERIA UNION OF TEACHERS

Change is a necessary factor in any situation. Man changes as an individual, and so does his environment. Man changes as he grows older. He is conditioned by his environment, and the entire human race undergoes changes brought about by alterations in time and physical forces surrounding man. Man changes in ideas, in beliefs and in the totality of his social, economic and political being.

Education is at one and the same time, a force for change and a base for preservation. Thus when there is a pressure on education to rise to its duty as a ' changing ' agent of society, the preserving role of education serves as a counter force and in long established educational systems, the forces of change and of preservation are equal and acting in the opposite. In the performance of its role of the leaven in the society, education is aided or rather education is made possible by the human agents, as well as material demands. The human agents are the governments and other educational planners and administrators, the teachers and teachers' organisations as the educational practitioners, and the children and the whole community as the educational consumers.

The forces for change are external and internal to education. And change itself being a metabolical process generates heat that in some cases is destructive to the stability of some of the other facets of society. Any educational system is a product of its historical context. Therefore, even external forces for change in an educational system devolve round the character formation of the system itself. As an example, the external forces exerting pressure on Nigeria are conditioned or better still are created by the fact that Nigeria was for nearly a century a colony of Britain, exploited physically, mentally and materially to meet the imperial needs of Britain.

Nigeria itself is as Britain made it. It came into being, largely on the whims and caprices of the imperial ogre of the British colonial administrators. In the same breath, the educational system was created to serve and to fit into the British concept of education - an extension of the concept of mercantilism.

In the African Continent, the fact of colonialism means that all African countries without any exception had to contend with a growth that has been forced upon it. A growth that had uprooted the authentic African past development, and has attempted with staggering disparity of success to impose a system generated, nursed and adjusted for the needs of the imperial countries of Europe.

Thus the greatest external factor for growth in education - the awareness that education is to serve the needs of the whole world - is too much weighed down by imperial imposition to have too much significance. In short, a country like Nigeria, cannot because of its history, see its education in a world perspective. Even in its attempt

to see its role as a black country, it has to face many obstacles. In contrast, a European country east or west, does feel a sense of commitment to the world, a sense of preservation as well as change in the complete utility of education as a factor for stability and change in the world.

Education has both quantitative and qualitative dimensions. In the area of external pressures for change in the world, education must of necessity dwell more on the qualitative aspects. Thus the needs of international relations, the need for cultural and scientific cooperation, will be that of high standards and harmonization of aims and objectives.

For the Nigerian teacher the needs of international interrelationship in education is self-evident. But the wherewithal of this is obscure. The teachers organisation is expected to belong to the international teachers organisation, but how much of the resources of the Union should be devoted to this ?

In the continental context, the relationship is seen as a manifestation of healthy growth from a colony to a free independent nation. Thus an All Africa Teachers Organisation seems to have more validity as a tool of establishing the ' identity ' of the Nigerian teacher than belonging to one or the other of the contenders for world leadership in the teaching organisation.

In the Nigerian context international relations vis-à-vis the N.U.T. is a matter of guided significance. This is because the internal factors are of such dimensions that they seem to consume all energies. Education has proved to be the magic wand for self-expression among the people. And education has tended to mean only western education. The demands of colonial education is to serve as a civilizing agent. To redeem the ' native ' peoples from their own ways - ways that by being not understood or appreciated by the colonial masters could only be called primitive - and bring the colonial people to a level of westernization so that commerce and religion can function in an atmosphere of tolerable security. In short, what was called colonial education was inherently discriminatory or even hostile to the genesis of the education of the colonial people. It merely enforced rudiments of the metropolitan educational system.

To the Colonial People, western education, for what it was worth, created instant values, values of the future to which any aspirants for a better tomorrow must seek out. Like the penicilin injection for the treatment of yaws, a few doses of western education, created in the receiver such obvious relief and elation, that no one who has the experience would fail to pass on the message.

Thus the main force for change was the dire need to expand the western education as it was, and as inadequate as it was to other people. The task was how more and more of the people can have what was available. In contrast to this is the need for upgrading and improving the system. Yet it is not an easy equation to resolve between spreading the inadequate education to all the people or improving the quality

of education given to the few.

Nigeria in a few years time is to establish a new structure of elementary education. There will be free, compulsory and universal primary education for all children of school age in the country. In competition with this is the need to upgrade the educational system as it is at present: to introduce science into the elementary schools, to provide more research facilities at the University level, to equip the schools with up-to-date teaching aids, to build modern and well equipped schools, to improve the quality of the teachers and to create as a result, a school system that will launch the country into the technological age. To the teacher, the implication of mass education is fourfold. First, the teacher is amazed at the desire to spread as it were the odour of inadequate education further afield. This is especially so when his social status, his condition of service had taken a turn for the worse due perhaps to the unmanageable expansion of the system. And particularly so, when one constant reason given for poor service condition of teachers is the fact of their number. " Teachers are too many for proper wages to be paid to them "."Where will you get the money to pay for decent service conditions of so many thousands of teachers?" were some of the remarks from the educational administrators. The second implication is the realisation that standards will fall with more schools, more teachers, more children, and with fewer facilities. If the standard is to remain the same or even be improved, there is the need for massive financial involvement.This is hardly available, and even if this were so, then other areas of development will be affected. The third implication has to do with the quality of the teachers. The teachers status is not high in the society because as the nation grows, its educational needs grow. There is the need for horizontal growth. But vertical growth represented by specialists training tended to challenge the school system and to put the classroom teachers in inferior social status. What is meant here is that in the past the teacher in the classroom has been the pinnacle of educational structure, this is increasingly being challenged by specialised training outside the conventional schools. Professional courses have taken a step ahead of the classroom efforts.

The teacher's immediate needs might be to upgrade him professionally so that he is well equipped to serve changing circumstances in commerce, industry, technology and science. Rather than this, with mass education, the emphasis will be shifted to producing more teachers.

The fourth implication is that connected with the political overtone of the teachers' work. This has greater implication for the teachers' organisation. After a political upheaval, as was current in the third world of late, the first sign of return to normalcy is the opening of schools. Many overthrows of governments have been set in motion by the action of teachers or teachers and their students. Mass education means more teachers. Teacher power is a phenomenon which growth may in the future politicalise the Union. It is going to be difficult in the future for the teachers' unions to close their eyes to their political weight. The growth of industrial labour has meant

the formation of labour political parties. Some teachers' organisations have tended to stay outside organised labour, but British Union of Teachers, the pioneers in this type of stand have shifted positions. The implication in the third world is yet to unfold itself.

In the area of cultural education, the newly independent country is in a dilemma. The long spell of colonial domination has meant a blurring of the cultural past. The old ways of doing things appeared to have been discredited and the new foreign culture being the hall-mark of the master has been aped and copied. With independence, there arose the demands of self expression and awareness. The past became less odious and it became necessary to evaluate the present not in contrast with the overpraised and over-valued foreign culture, but with the peoples past. Then arose the question of what is the past . Some have said that the ex-colonies had no history, no culture. They seemed to have ignored the past, because no people had a colonial domination-free background. It is first necessary to establish that there is culture, there is history. Then what in the past is to be preserved ? What in the past is to form the basis of the cultural present and an infrastructure for the cultural future ?

In summary, the forces for change in the educational structure of the new nations stem from their colonial heritage, their need for self identity and expression both as a nation and as a people. It is also the need to usher these countries into the modern age of technology and science while at the same time create an awareness in the old cherished values of the people.

NORWAY

NORSK LAERERLAG

In many areas it is almost impossible to relate the pressures for educational change to individual groups - e.g. the parents, the teachers, the pupils, political parties, groups with interest in special ideas - because the majority of teachers also are parents, because many politicians are teachers, etc.

The work for educational change is in many fields attached to ideological and political preferences, and one can therefore not speak of teachers, parents or pupils as integral groups of interest.

Pressures for educational change is furthermore an ambiguous concept because it is too naive and simple to imagine our dynamic society as either status quo or progress. Nor can the process of educational change be described as a struggle between " progessive " and " conservative " ideas. The problem consists in the fact that the pressures for reforms often go in opposite directions, e.g. some persons want the compulsory school extended from 9 to 12 years, while others think that the compulsory schooling should not exceed 7 years. Considering the reasoning on which the views of the two groups are based they may probably, with equal right, be named as progressive. The simplest and most meaningful way of approaching this question will probably be to list some areas in which changes are wanted in one way or another. To simplify the matter it may be practical to divide these areas into four categories:

1. Structural problems
2. Curriculum problems
3. Administrative problems
4. Teacher training.

1. Structural problems

a. Some people want a lowered age of the beginner. There is furthermore - for social reasons and with regard to the labour market - a strong pressure for a rapid development of a pre-school on voluntary basis for the age group 0 - 7 years.

b. 9 years' compulsory school (comprehensive school) for the age group 7 - 16 years.

c. Changes in the compulsory school. Especially the children who are disinclined to go to school are felt as a problem. Demands for either abolishment of the compulsory school or alternative educational facilities.

d. Integration of special education in the normal school system.

e. A reformed secondary school integrating theoretical and vocational education providing optional courses and a flexible system to meet with the students' wish to be transferred from one course to another. This reform is principally wanted for social and economical reasons. Furthermore there is a demand that all young people shall have the opportunity to attend a three years' grammar school. (gymnasium). Everybody should be ensured equality of educational opportunity.

f. It has been proposed to integrate the non-university sector of higher education into regional colleges in order to establish contact across any barriers raised by particular subjects and professions. Such integration does also involve a better utilization of specialized teaching power and expensive school facilities.

g. Re-organization of university education and other advanced training. Considering the limited economic resources a stricter scope of time for completing university studies is wanted.

2. Curriculum problems

a. Extended individualized teaching.

b. Flexibility with a view to groups and class sizes.

c. Teaching which aims at integration of subjects, teaching of themes and period teaching.

d. "The open school" attaching great importance to team-teaching. Substituting traditional class-room teaching by new teaching methods. Two or three teachers may share the responsibility for the teaching of one group of students.

e. Modified use of marks and exams.

f. New subjects to be introduced in the school: New math, equality of sexes in terms of status, environmental education, traffic education, consumer's education, sex education, first-aid, etc.

g. Students to have greater freedom of choice as to subjects and curriculum - especially at the secondary stage.

h. Greater importance attached to counselling work, guidance and care for the individual student as well as to the social and pedagogical responsibilities of the school on the whole.

3. Administrative problems

a. Greater parental influence in the school by establishment of parents' councils and cooperative bodies including teachers and parents and administrative personnel as well.

b. Aiming at an extension of students' right to be consulted, councils of students and class councils have been introduced. Students may also be represented in the local education authorities. Another

trend in the development of a democratized school is the establishment of experimental schools. This refers in particular to the grammar schools (gymnasium), but such schools may also be organized at the youth stage of the compulsory basic school.

c. Decentralization. The trend now is smaller school units more closely connected with the local community. At the same time the administrative power of the individual school and the local education authorities is strengthened.

d. The right of teachers and teachers' associations to be consulted has been extended at community level.

e. The total number of lessons to be taught in the school is decided centrally while it is the responsibility of the local educational authorities to dispose of it in consideration of the local demands and the economic resources available.

4. Teacher training

a. Basic teacher training to be extended (should last at least three years).

b. Better co-ordination of teacher training to avoid barriers in the system of training vertically up to the highest level of competence (M.A.).

c. Better integration of professional and pedagogical training. Strengthening of the pedagogical training.

d. Greater freedom of choice for the student teacher in composition of their study.

e. Claim for more resources to keep up in-service training, making teacher training a permanent education.

REPUBLIC OF CHINA

CHINA EDUCATION SOCIETY

The China Education Society is the national organization of educators in the Republic of China. It has played an important role in the field of educational research work and the formation of educational policy. Many kinds of research projects have been conducted by this organization under the auspices of the government. During its annual meeting, recommendations concerning educational reform and improvement are made by the members, and submitted to the government for its consideration and adoption.

After having studied the " Introduction to 1974 Theme, Pressure for Educational Change - their implication for teachers and teachers' organizations " by Mr. John M. Thompson, we agree in principle that the process of change involves series of steps in each of which teachers' organization can be involved: (a) the identification of the need for change; (b) the creation of the right climate of opinion for the acceptance of change; (c) the introduction of specific changes in policy and (d) the implementation of these changes in practice. We are also in agreement with the four other topics for group sessions:

1. The process of change in education.
2. The introduction of vocational exprience in every student's programme.
3. Maintenance of past cultural values and the promotion of needed values and attitude for future development.
4. The impact of pressure from international, governmental and non-governmental movement for action.

But we think it would be more advisable if we should select a limited number of subjects for deeper study rather than try to cover the topics too broadly and be in an effort at completeness. In order to achieve a comprehensive conclusion during the session, we would like to suggest that one more specific topic be added to the program for discussion, that is " How the teachers' organization can be involved in the formulation of the long-range Educational Planning of their Country ". We understand that to formulate the long-range educational plan has been the tendency of educational development in the world and the target of Unesco in recent years. This is also the principle aim of holding several regional education ministers' conferences in Asia, Latin America and Africa in the 1960's under the auspices of Unesco. Educational planning usually consists of factors, demographic and economic, which produce pressure for educational

changes over the country. During the past 20 years, the political. economic and social situation in every country of the world was changing rapidly. Such problems as economic and population growth, overpopulation in cities due to industrialization, labor shortage in rural area, improvement of environment, and the demand for technical talents have to be solved as soon as possible. The effects caused by the rapid change of industry, science, technique and population on education is growing stronger. This also shows the importance of long-range educational planning in order to suit the needs not only of their own country, but of the world as a whole.

So we would like to suggest that all the teachers' organizations in every country be invited to participate in the work of long-range educational planning and be responsible for research in this respect. It is in this way that the teachers' organizations will not only be involved in government policy making, but will also be able to deal with the change in the educational system to respond to the various pressures. We certainly believe that this is the way we can re-define our own role in 1974 in face of the multiple pressures for educational change.

REPUBLIC OF SOUTH AFRICA

AFRICAN TEACHERS' ASSOCIATION OF SOUTH AFRICA

Recent and current pressures on education in South Africa.

In South Africa the past 20 years have been a period of controversy on fundamental political and human relations. Allied to and parallel with this controversy, there have been severe pressures on education, some of which have resulted in changes.

BACKGROUND:

Commonly referred to as " White South Africa ", our country is for all pratical purposes a White Man's land. It is populated by about four million Whites, two million Coloureds, one-half million Indians and 16 million Africans.

Apartheid, now emphatically called " separate development " or " multinationalism ", is the state policy that prescribes racial differentiation in all spheres of life. The Act of Union of 1910 reserved political franchise exclusively for Whites, while the Land Act of 1913 laid down that 87% of the country was " White Areas " for Whites only. Because the possess the basic natural resources such as all the mines and ports, and because of a discriminatory policy of investing capital and skills, these " White Areas " are the only part of the country that is developed industrially or agriculturally, and they embrace all the major and minor urban centres. The Coloureds and Indians are " allowed " to live in these areas, but with restricted rights in segregated " group areas ". About eight million Africans also live and work in the " White Areas ", mainly as a low-paid proletariat or pass-controlled " temporary sojourners ". In terms of apartheid, their permanent home is the remainder of the country (13%), formerly called " Reserves " but now known as Homelands or Bantustans. These Homelands are geographically scattered and mainly impoverished " rural dormitories " which serve as a perpetual source of cheap migrant labour for " White Areas ". In recent years the White Government has created seven Bantustan governments on tribal lines. Under White tutelage, these governments exercise limited legislative and administrative functions in their scattered territories, which are promised future " independence ".

It is against this background that recent pressures in education on South Africa should be viewed.

RACE DIFFERENTIATION IN EDUCATION UNDER WHITE CONTROL

As with practically every other sphere of activity, the education of all groups is ultimately controlled by the White Parliament. The pattern is one of law-enforced separation and differentiation. Each of the four law-recognised groups, namely White, Coloured, Indians and

African, has its separate department of education under a separate Cabinet Minister; a different system of financing; its separate administrative personnel; with the upper echelons White; its separate schools; and at Primary and Secondary levels its own Syllabuses and examinations. Since 1972, this pattern has been taken further: the African group has been carved into seven separate portions - Tswana, Venda, Tsonga, Pedi, Sotho, Xhosa and Zulu - each with its own sub-department of education. The planning and execution of this re-tribalisation has been done by White experts on " Bantu anthropology " on the basis of the political ideology of apartheid to accord to each group its own cultural institutions to enable it to preserve its " national identity ".

White South Africans, who are descendants of the original Dutch settlers stiffened by later immigrants of English, Scottish and German stock, have in the post-war period tried to bolster their numbers by a grudging admission of non-Protestant Italians, Portuguese and Greeks. Whites are mainly middle-class farmers, professional men, civil servants, artisans, supervisors and office workers.

White education for the preservation of white dominance.

Wisely, White South African has invested generously in education. Free compulsory education has been a fact since 1910, and today it applies to all children between the ages of 6 and 16 years.

It is estimated that White primary schools (7 years) have reached optimum density, and that the maximum practical enrolment of junior secondary school pupils (9 years) is now in sight. By 1980, the propotion completing senior secondary education (12 years) will be 5¼ % of an age-group.

Further developments must now lie in the qualitative field of more effective differentiation and better preparation for academic and technological study. Much, however, will depend on the supply and quality of teachers, of whom there is arising a shortage contributed by general economic and competition for educated personnel.

The efficiency of the White education system may be ascribed to : -

a. The Protestant - Calvinist outlook of the Afrikaaner (Dutch-descended) majority, which regards education as an essential adjunct to Christianity;

b. The democratic European heritage of the 20th century which views universal education as a necessary concomittant to the universal franchise;

c. The over-riding necessity for the ruling White minority to provide intellectual, professional and technical leadership for the country;

d. The great wealth of the country which has made possible generous state financing for White education. That the financing is generous can be seen from the following table showing comparative group per capita costs in 1972 based on expenditure from public funds;

GROUP:	PRIMARY SCHOOL PUPILS:	SECONDARY SCHOOL PUPILS:	GENERAL AVERAGE:
Whites	R 366	R 624	R 461
Indians	112.49	155.74	124.40
Coloureds	91.04	120.18	94.41
Africans	20.64	112.71	25.31

Afrikaaner Nationalism:

The 19th century Boer-Briton conflict culminated in the Anglo-Boer War (1899 - 1902). Broadly, the Boers (Afrikaaners) had resisted anglicisation and liberalisation. Though they lost the war, after 1910, they gradually gained political superiority over the minority English and wrested recognition for Afrikaans - originally a patois of Dutch - as an official language alongside English. Under a pressure of fear of possible Anglicisation, the ruling Afrikaaner insists on separate-medium schools. His language is the symbol of his independence struggle, and the Afrikaans-medium school is the focal point of his cultural identity. In contrast, there is in English schools, a characteristic laissez-faire ethos, though a small section of the English still prefer the British public-shcooltype high school, with a background of tradition and prestige. However, functioning in the main from a recognised world language and culture, English has not experienced a need to assert a local identity.

Religion:

Because the Afrikaaner White majority are strong Calvinist Protestants, religious education is an integral part of the country's educational practice. It is notable that the Afrikaaner planners of Bantu Education (1953), out-did the English Missionaries whom they supplanted by introducing in African schools compulsory instruction in Christian tenets. Under pressure of special inspectors for these subjects, more and more African schools are presenting Religious Education or Biblical Studies as examination subjects. All Afrikaaners

Universities have stong theology departments whose products, called dominees, wield a powerful influence on moral, social and even political affairs. Curious though this piety may be, the Afrikaaner regards religion as basic to the inculcation in youth of a strong conservative character resistant to " international liberalism " and other dangerous foreign ideologies. One such ideology is " communism, " widely defined to embrace any form of opposition to apartheid.

The presentation of history and civics:

While there is no overt influence exerted on pupils by teachers, history and civics textbooks tend to stress differences and mutual non-assimilability. Racist legislation is presented as justified by the necessity for the preservation of order and " White civilisation ", and as being the development of historical patterns.

Conformism among teachers:

Like schools, teachers' organisations are language orientated. The Afrikaans Suid Afrikaanse Onderwys Unie and the English National Teachers' Society either accept or conform with the existing pattern of differentiation in education.

Alternatively, they have shown no concern with fundamental questions affecting the majority of children in their country.

BACKGROUND TO " BANTU EDUCATION ".

During the past twenty years, African education has experienced tremendous pressures, perhaps the greatest of which has been the apartheid-inspired Bantu Education Act of 1953. As a background to the examination of " Bantu Education " it is necessary to sketch the social conditions that have influenced African education in the post-war years.

Industrialisation and urbanisation:

Despite mechanisation, the post-war importation of capital and skills, and the consequent quickened pace of industrialisation, raised the demand for African unskilled workers. Huge, sprawling sub-economic African townships became a feature of metropolitan centres. Owing to poor public financing, however, the provision of schools was not keeping pace with this urban population explosion.

Detribalisation and Westernisation:

Thrown together in the work and residential sector, and commonly discriminated against on the basis of their race, Africans shed tribal affiliations. The term " African " as against the official " Native " and later " Bantu " gained currency. Tribal culture could not withstand modern economic pressures and western practices.

Constant migration between town and country - the result of influx-control laws and the extended family - ensured the penetration of new outlooks to the remotest rural villages.

Education for emancipation:

For many years there had been the belief, now proved groundless, that education could win for Africans, individually and collectively, increased social and political privileges. In the Cape Colony and Natal before Union, the law had provided for a " qualified franchise " for " civilised Natives " and for " exemption " from Native Laws. Though this had proved to be a ruse to hoodwink British liberals, Africans had continued to have a touching faith in education as agent of political emancipation. In this sense, African education was the left arm of African nationalism, which sought to use numerical strength as a lever to wrest political equality.

English as a vehicle for education:

As the Christian missionaries who had introduced African schooling had been mainly British, African education had become English-orientated. As from the 5th year, English was the medium of instruction, great stress being laid on speaking and writing it with proficiency. Inevitably too there was a tendency to over-rate the value of a classical education. While English flourished, Afrikaans was ignored. This language of a small, closed group, devoid of a history and a wide literature, and regarded as essentially a " master-and-servant " language, enjoyed as little prestige as the African vernaculars themselves. Indeed, in most areas, it was not until the Bantu Education Year of 1954, in which Afrikaans instruction was made compulsory, that it was given reluctant attention.

Financial neglect:

Both before and after Union in 1910, White governments had adopted a parsimonious attitude to African education. The principle that the African had to bear responsibility for his own education had led in 1925 to the funding of African education only from the special direct taxes that he paid, and not from general revenue as was the case with other groups. The result of this discrimination was grossly unequal funding, as shown below: -

YEAR:	WHITES:	COLOUREDS AND INDIANS:	AFRICANS:
1930	R 9.5	R 1.0	R 0.2
1935	R 9.8	R 1.5	R 0.2
1940	R 10.0	R 1.9	R 0.3
1945	R 14.5	R 3.0	R 0.6

These meagre funds the missionaries and Africans had to supplement as best they could with school fees or overseas mission grants. When in 1945 it became clear that funds were becoming hopelessly inadequate, the then Smuts Government adopted the flexible principle of financing from general revenue. However, the Afrikaaner Nationalist Government terminated this with the Bantu Education Act of 1953.

Job reservation:

This term refers to the peculiar South African system of reserving most skilled occupations for Whites. It is an amalgam of traditional practices hallowed by legislation, and is supposedly intended to prevent " friction " generated by job competition between Blacks and Whites. Although missionaries had encouraged industrial education, trained school leavers could not practice their skills in the " White Areas ". For this reason industrial schools had never flourished. It was partly job reservation that made Africans prefer a classical education which could lead at least to the open occupation of teaching or low clerical jobs.

BANTU EDUCATION - NEW ORDER

The passing of the Bantu Education Act of 1953 inaugurated a period of frustration and fears in African education. No other piece of South African Legislation had ever faced such a barrage of sustained and sometimes militant opposition as this Act. This opposition was mainly from the African National Congress, which was subsequently banned and whose leaders were proscribed; the Churches, excluding the pro-apartheid Dutch Reformed Churches; and the African teachers, organisations, including their Association of South Africa.

Bantu education philosophy:

In 1949 the Afrikaaner Nationalist Government - which had come to power on a ticket of White supremacy and apartheid - appointed a Commission on Native Education to formulate an educational blueprint for Africans based on " their inherent racial qualities " and to investigate to what extent existing syllabuses should be modified " to prepare Natives more effectively for their future occupations." In 1951 the Commission reported that " Bantu Education " had " a separate existence " and should be founded on Bantu culture and values. Elaborating, the Minister of Native Affairs stated that Bantu education " has to accord with the policy of the State " and should not create " wrong expectations " on the part of the Native. Education had to teach people in accordance with their station in life. The previous system had blindly produced pupils trained on the European model, although in terms of apartheid they had no place in the " White Areas " about certain forms of labour. Thus the statements of politicians clarified the somewhat obscurantist profundities of the Commission. Basically therefore, the aim of Bantu Education was to turn the focus of African economic and political aspirations away from the " White Areas " to the Reserves. This was rejected totally: there was only one real South Africa, a multi-racial and economically integrated one under one sovereign Government. As for Bantu cultures, they had been destroyed by conquest, Christianisation and a modern economy.

Control:

African education was removed from the four Provincial Councils and placed under the Department of Bantu Administration, which had the special task of implementing apartheid. There was no African objection to centralisation as such, but the fact that this was an apartheid Department, notorious for the administration of pass laws,was considered a humiliation for African education.

Financing:

Bantu Education was to be financed from a fixed allocation of R 13 million from general revenue, supplemented by 4/5 of direct tax paid by Africans. The rest would come from school fees. As Africans were subject to income tax, as they also paid indirect taxes, and above all, as they were also subjects of the Government, this financing system was seen as blatant discrimination.

Community " Participation ":

Carefully screened school committees and boards were set up " to bring Bantu Education under the control of the Bantu themselves." The African view was that there could be no real African participation in carrying out what the African had participated in planning.

Medium of instruction:

Instruction in the medium of the vernacular was extended from the end of the fifth to the end of the eighth year of schooling. From the ninth year the medium became both English and Afrikaans in equal measures. This aspect of Bantu Education received the sharpest condemnation from Africans. As there were seven recognised Bantu vernaculars, it was feared that extended vernacular instruction would revive tribalism at a time when Africans viewed themselves as a national bloc which could win political freedom through sheer numerical strength. The vernaculars were and still are considered lamentably inadequate in terminology to sustain more than the most elementary of scientific or humanistic studies. Attempts made by White " experts " to coin terms resulted in a sterile, unnatural and " foreign " schoolmen's language divorced from life outside the classroom. What had been forgotten was that South Africa was a thoroughly multi-racial country in which commercial, industrial, administrative and intellectual matters are transacted mainly in English. As there were no textbooks in the vernaculars, a blind alley would sooner or later be reached. The change to English and Afrikaans in the 9th year was a quiet acknowledgement of this fact. But the simultaneous and compulsory use of both official languages had no educational basis whatsoever: it could only be motivated by the ambition of a ruling minority to make its obscure local tongue rival a rich international language. When in 1972 the Bantustan governments were given administrative control of education, one of the first decisions they took was to restore English-medium instruction from the 5th year, Afrikaans being taken throughout only as a subject. It was a courageous decision taken in the face of tremendous pressure from the Afrikaaner

Government. African schools in " White Areas ", however, will continue to use vernacular media to the end of the 6th year.

In the 7th year they will use English or Afrikaans or both - as decided by the Afrikaaner Government Minister of Bantu Education.

Syllabuses:

Bantu Education extended separate syllabuses and examinations for Africans from the primary to the junior secondary level. The history and civics syllabus, taught in the compulsory subject Social Studies, laid down a clear apartheid line. The new laws systematically implementing apartheid immediately became " history ". There was African objection to separate " Bantu Certificates " out of fear that in the commercial and academic field they would be considered inferior. As for Social Studies, a good deal of it was seen as apartheid propaganda.

Universities:

The few " open " Universities were closed to Africans, while three tribal universities were established. Nothing illustrated the mentality of apartheid more than these racist strictures applied even at that exalted level of the search for knowldge. These tribal universities were located in remote and isolated rural areas, presumably away from " undesirable " communication and association.

Black consciousness:

Spearheaded by the Black student organisation SASO, and probably originating in the United States, Black consciousness is the philosophy that Blacks, who have hitherto overrated " White " civilisation and values, should re-discover self-respect and dignity by taking pride in their colour, history and culture. But unlike tribalism, Black consciousness in South Africa seeks to embrace all of black colour and is anti-apartheid. It had won considerable support among students and some Black academics. University disturbances resulting mainly from demands for the removal of White authorities at Black universities have led to mass rustications and Government bannings of student " statutory Communists ". There are signs, however, that the Government will meet increased resistance to White councils and senates at Black universities.

BANTUSTAN PRESSURES

The Bantustan Governments are not proving to be as tractable as was expected. Their recent adoption of English as a medium of instruction against Government opposition has already been mentioned. At a recent joint meeting with the White Prime Minister, Bantustan leaders raised the subject of inequitable allocation of funds to Bantustans which, among other results, renders it impossible to make proper provision for educational services. It appears that the Bantustans want to give priority to education over all other development.

WHITE LIBERALISM

Both in politics and in education, there have been small pockets of White dissidents who have spoken out against apartheid inequities. The leaders of the Anglican, Methodist and Catholic Churches opposed Bantu Education on philosophical and financial grounds. Today their joint organisation, the South African Council of Churches, is respected by Blacks for its stand for social justice. The South African Institute of Race Relation is a multi-racial research organisation whose publications are invaluable in exposing educational and other inequities. The NUSASA of English-speaking University students has in recent years adopted a radical stance for equal educational opportunities. These organisations are currently being " investigated " for " communist " inspiration.

Some White organisations such as TEACH, LEARN and ZETA raise donations from commerce and industry to assist African school building programmes or help buy books. Palliatives which have from time to time been applied to the basic system of financing Bantu education have in part been due to direct or indirect exposure of shortcomings by these White organisations.

THE STATE OF AFRICAN EDUCATION TODAY

Today African education is in a parlous condition.

Accommodation:

In spite of the brave efforts of local communities to tax themselves to build schools, classrooms are seriously overcrowded, numbers averaging 50 per classroom from the 1st to the 10th year of schooling.

Double sessions:

This congestion exists in spite of the fact that at least 40% of pupils from the first to the fourth year are involved in double-sesssion attendance, that is, two groups and the same teacher in two sessions of a school day.

Teachers:

Owing to paucity of funds, the pupil-teacher ratio is as high as 50 to 1 during the first 10 years of schooling. A percentage of the teachers are paid from fees levied directly on the pupils.

Generally, teachers' qualifications are low. Potential teachers are increasingly being lost to better-paying industry and commerce.

Equipment:

School libraries and laboratories are mostly non-existent or poorly equipped and used. Most textbooks and all stationery are provided by the pupils themselves.

Standards:

Scholastic standards are extremely low and examination results mostly poor. This is due to overcrowding, inadequately qualified teachers, outdated teaching methods, unfavourable domestic study conditions, low pupil motivation and, because of a background of vernacular instruction, low language attainment in the secondary school.

Maths and science:

Owing to a shortage of Mathematics and Physical Science teachers, and frequently because of a short-sighted desire for good examination results through taking " passable " options, too few pupils take these essential subjects.

Vocational and technical schools:

These schools are too few and the standards attained inferior. Though showing signs of cracking as white artisans become scarce, job reservation still retards growth of this branch of education. In consequence academic courses are crowded with pupils who have no aptitude for them.

Drop-Outs:

The school drop-out rate is appalling. In 1972 75.68% of all school pupils were in the first four years of school, 22.50% in the next four years, 1.67% in the next three years and only 0.15% in the last two years. Drop-outs result from failure in examinations, poverty, and frustration with overcrowded school conditions.

Universities:

Too few students qualify for or manage to enter universities. While the facilities are good, the average student is insufficiently prepared to profit from them. The failure rate, especially in the sciences, is very high. There are no students of engineering or architecture or accountancy. The average student takes an arts degree with a maximum of directless soft options, including teaching diplomas. The ratio of White to Black lecturers is 7 to 1.

Revealing statistics:

In South Africa excellence is judged by the performance of the White group. The following 1972 figures show the disquieting educational gap between Africans and Whites.

REPUBLIC OF SOUTH AFRICA

	WHITE	AFRICAN
Total Population	3.958.000	16.217.000
Percentage of Total Population attending School or University	24.8%	19.0%
Percentage of the School Population at Primary Level	55.6%	98.18%
Percentage of the School Population at Secondary or Technical School	45.4%	1.82%
Number of University Students	90,201	7,348
Degrees Awarded	10,753	437

Influences on Coloured and Indian education:

The Coloureds and Indians occupy an intermediate position in the racially stratified social structure of the country. Their political destiny has not been finally worked out, though present indications are that it could eventually be assimilation. While they are at present voteless and socially segregated, the privileges accorded to them to live and trade in " group areas " in the urban centres, together with superior social services have led to greater economic and educational advancement for them than for the Africans. Because they have a more disciplined social and family life style, the Indians as a group have advanced further than the Coloureds.

Financing of education:

In the past, Coloured education was better provided for than Indian education. Though conditionally compulsory only in a few Cape districts since 1945, Coloured education had since 1969 been free in all areas. Initially the Indian group made great sacrifices in building schools, the Government giving only token aid. But since 1966 greater financial provision from public funds had removed this burden. In 1973, the Government commenced the implementation of a progressive programme of free compulsory education for both Coloureds and Indians.

School languages:

Being mainly the product of Dutch-Black miscegeneration, and with a history closely linked to that of the Afrikaaner, the Coloureds are mainly Afrikaans-speaking. The Indians, on the other hand, are English-speaking. When they immigrated into Natal in the last century, they were linguistically not homogeneous, speaking a variety of Indian languages. Therefore, English, which was the official language and urban lingua franca, became not only their school language, but also their lingua franca as well. Today a considerable proportion of the Indian children are unable to speak their vernacular, English having truly become their mother tongue. Though special, privately run vernacular-religious schools exist, they are few and poorly patronised; indeed it appears that the vernaculars are dying out of sheer irrelevance.

Job reservation:

Though applied less stringently against them than against Africans, job reservation has still affected Colored and Indian education, technical and commercial education having until recently, a poor second to classical education. But since 1970, in response to the increasing shortage of White skilled labour, a programme of diversification of education at secondary school level was begun.

Family life and education:

Despite more or less equal educational opportunities, the achievements of the two groups have differed, a fact that can be attributed to better social discipline among the Indians. Though more urbanised (83%), the Indians have maintained a close-knit, patriarchal extended family, to which each member is responsible for his activities. In contrast, the nuclear family of the Coloured group is generally undisciplined and unstable. Consequently the school achievement standards of Coloured education are lower and the drop-out rate much higher than for the Indian group.

Future prospects:

Now that free compulsory education for both groups has commenced, they can be expected to narrow the educational gap vis-à-vis the White, with the Indians taking the lead.

THE POLICY OF THE AFRICAN TEACHERS' ASSOCIATION OF SOUTH AFRICA :

The ATASA represents all African teachers in South Africa irrespective of tribal group, and it stands for the following principles and programmes: -

1. Recognising South Africa as one sovereign State peopled by citizens of diverse origins, the ATASA stands for equal educational opportunities for all the country's children irrespective of race, colour or creed.

REPUBLIC OF SOUTH AFRICA

2. Recognising that despite differing cultural backgrounds, the citizens of South Africa must live, work and find happiness together in one state-financed educational institution.

3. Regarding education as a basic human right, the ATASA stands for a policy of free compulsory education between the ages of 6 and 16 and for a crash programme of adult literacy.

4. To make possible the fruition of diverse endowments, the ATASA supports a programme of progressively differentiated education.

5. The ATASA supports programmes designed to raise the quality and effectiveness of teaching personnel, and for an improvement in their material and civic status.

6. In the present politically and socially confused state of South Africa, the ATASA is ready to negotiate and co-operate with all educational authorities and other teachers' organisations for the eventual attainment of all or part of the above objects.

7. The ATASA stands for co-operation with international teachers' organisations in discussions and action designed to promote the educational progress of mankind.

SCOTLAND

THE EDUCATIONAL INSTITUTE OF SCOTLAND

I. What are the most significant pressures for educational change in your country at this time?

The most significant pressures for educational change in each sector are as follows: -

(1) Pre-School Education - Compulsory education begins in Scotland at the age of five. The need for educational provision for younger children has long been recognised but little was done to meet this need until 1972 when the Government announced its intention to provide pre-school or nursery education for 40% of children in the three-five age group by 1977-78 and to provide places for all the children in the age group whose parents wanted them to have pre-school education by the early 1980s. This decision to introduce universal nursery education was brought about as a result of social pressure as much as pressure from educational interests. In recent years, successive Governments have accepted the principle of positive discrimination in favour of disadvantaged children and the provision of nursery education is seen as one way of compensating children who suffer from social deprivation - like the ' Head Start ' programme in the United States. One of the problems in the expansion of nursery education is to ensure that such children receive priority over more fortunate children who have hitherto tended to fill most of the small number of nursery school places available, mainly because middle-class parents are more alive to the value of nursery education and readier to take advantage of it. Indeed, much of the educational pressure for the expansion of nursery education has come from parents, many of whom have formed pressure groups to campaign for more nursery schools and also for playgroups which provide a more informal kind of pre-school training in which parents usually participate with social workers and - occasionally- teachers. On the whole, however, teachers who warmly support the nursery school expansion programme and played their part in bringing it about, look with some suspicion on playgroups as an undesirable alternative to nursery schools.

(2) Primary Education - In primary education the main pressures for change in recent years originated in a Memorandum on Primary Education which the Scottish Education Department published in 1965 and in which it sought to articulate the best modern theory and practice in primary school curricula and teaching methods. The Memorandum contained much valuable information and advice on methods, facilities and organisation in the classroom and the school, depicting primary education as a gradual and continuing process, with no clear-cut divisions between subjects or stages and encouraging, among other things, 'activity' or 'discovery' and group teaching methods, and the synthesising of the traditional elements of the primary school curriculum into such groupings as Language Arts, Environmental Studies and Art and Craft activities. Language Arts embrace

aims of encouraging fluent self-expression in speech and in writing; the development of the child's powers to express himself in an intelligible and acceptable form; the cultivation of the habit of intelligent listening; training the child to read thoughtfully and critically, acquiring the basic ability to read with understanding and forming lasting reading habits; and extending experience by the exploration of factual and imaginative writing. Environmental studies span the traditional subjects of arithmetic, geography and science in the primary school and the teaching of mathematics and numbers is also related in a practical way to such studies and activities arising from them. Art and craft activities are an omnibus term for painting, modelling, pattern-printing and a variety of work in three dimensions in which the old concepts of drawing, handwork and needlework have given way to a broader view which encourages pupils to experiment with a variety of materials in order to express ideas developing in their own mind. The Memorandum also dealt in some detail with other aspects of the primary school curriculum, including music, physical education, health education and handwriting. It was the work of a committee representative of the teaching profession, colleges of education, and HM Inspectors of School and since teachers played the major part in producing it, it found ready acceptance generally.

(3) Secondary Education - In secondary education the main pressures for change have resulted from Government decisions to reorganise secondary education on comprehensive lines and to raise the school leaving age from 15 to 16. Comprehensive reorganisation meant the abolition of the old system of selection for secondary education whereby pupils in their last year at primary school were given a battery of tests which determined whether they were to join the 30-40% of children who proceeded to a senior secondary school to follow courses leading to presentation for the Scottish Certificate of Education (SCE) and thereafter to higher education; or whether they were to join the majority of children in junior secondary schools which catered for children of average and below average intellectual ability. This was a party political measure which aroused a good deal of contention both within the profession and in the public at large as well as among the political parties. The decision to raise the school leaving age, on the other hand, was a bipartisan political measure which was put into effect in the autumn of 1972 with little or no opposition, save from the teaching profession which felt strongly that schools were not ready for such a measure in view of the fact that there was and still is a serious shortage of teachers. Both measures taken together have put considerable pressure on schools to reorganise curricula, revise subject syllabuses and devise courses suited to the interests, aptitudes and abilities of children to whom the traditional academically biased course does not appeal. The new situation created in schools by the raising of the leaving age has also brought about a demand among teachers and especially by the Institute for radical reforms in the SCE examination structure, i.e. the system of external examinations which provides terminal assessments for the academically more able pupils at the end of their school career and also qualifications for entrance to the universities and other institutions of higher education. The SCE is offered on two grades of which the lower or Ordinary grade, was originally designed for the top 30% of pupils on the academic

scale as an inducement to them to stay on until at least the age of 16 in order to sit this examination. The Institute considers that such an examination is no longer appropriate when all pupils have now to stay at school until they are 16 and although it has had some suceess in its efforts to bring about reform of the examination structure, progress has been slow.

(4) Further Education - In further education which provides technical and commercial education beyond the secondary school stage and now spans a very wide range extending from courses for semi-skilled workers to courses at university degree level, there has been considerable expansion in the last 20 years brought about by joint pressure from the further education service itself and from the various vocational interests it serves. The development of further education reached a new phase in 1972 when the Government announced that in its plans for the future expansion of higher education more than half the additional student places in courses at degree level were to be provided in advanced colleges of further of education instead of in universities. These plans have given rise to demands by teachers in the colleges concerned for increased resources to enable them to meet their new commitments. Hitherto, pressure by teachers in further education has been mainly concentrated on the effort to havepart-time further education made compulsory for all young people who have left school between the ages of 16-18 which would require employers to release employees in this age group on a day- or block-release basis for further education and training. At the moment release from work for this purpose is on a voluntary basis: the Institute considers that it should be put on a compulsory basis.

II. What are some of the reactions of your members to these pressures?

Reactions to pressures which emanated partly or mainly from within the profession have naturally been favourable, i.e. to the pressures in nursery, primary and further education. In nursery education, however, there have been growing reservations among teachers about the activities of pressure groups which campaign for the playgroup movement as an alternative or, as some would see it, a competitor to nursery schools, promoted by social workers and their adherents rather than by educationists. In primary schools, too, the implementation of the recommendations in the Memorandum on Primary Education has led to a reaction among some teachers who think there is a danger that enthusiasm for the new curricula and methods, may be taken too far to the detriment of the teaching of the basic skills of reading, writing and arithmetic. In secondary education, the pressures in favour of comprehensive education have been divisive to some extent, not all teachers being convinced of the wisdom of a fully comprehensive system with no initial selection for secondary school courses according to ability. On the whole, however, a majority of teachers support the comprehensive principle and some 90% of Scottish secondary pupils are now educated in neighbourhood comprehensive schools. The raising of the leaving age, on the other

nand, was almost entirely a political decision carried out in the face of strenuous resistance by the profession which, while not opposed in principle to the extension of the age of compulsory schooling, felt strongly that so important a step should not be taken in the face of a crippling shortage of secondary school teachers. Events since the leaving age was raised in the face of professional resistance in 1972 have vindicated the teachers' objections.

III. What have been some of the major pressures for change in your country over the past 10-15 years ?

The pressure of population growth alone would have brought about considerable expansion of education at every level. But apart from demographic pressures, the most important factor has been the rising expectations of economic and social advancement through education. This has led to more and more children staying on at school beyond the compulsory leaving age, to ever-increasing numbers of candidates for the Scottish Certificate of Education and admission to higher education, to a doubling and redoubling of the number of student places in further and higher education and to the creation of many new colleges and universities to meet this need as well as the expansion of old ones. Within the school sector this phenomenal growth has produced the now critical problem of how to respond adequately and effectively to the needs and demands of the non-traditional type of pupil. Hitherto the educational system has been biased in favour of academically gifted children and although there has been much research and experimentation in the devising of courses for the majority of children who do not come into this category we have still not found a final solution to the problem. Now that the leaving age has been raised to 16 it has become imperative to solve this problem in order to prevent the alienation of increasing numbers of young people from the conventional educational system and from the social order with which the system is identified.

IV. Which pressures do you anticipate will exert the most influence in the foreseeable future?

The pressure arising from the need to reorganise the educational system and diversify curricula in order to meet the differing needs of all types of children, as indicated in the latter part of the answer to (III) above. The solution towards which Scottish teachers have been striving for some years lies in recognising that practical skills and aesthetic gifts are no less important than academic ability and that in educating every child in accordance with his age, interests and aptitudes, as the Education Act requires, each human attribute has to be valued for its own sake and not simply for the remunerativeness or the exclusivism of the employment to which it may lead. In the longer run, the answer may be found in some form of what it is now fashionable to describe as éducation permanente or 'lifelong education' or 'concurrent education' which sees education

not just as a process which ends for most people in their 'teens but one that continues throughout their working life. The pressure behind this new approach emanates from the third industrial revolution in which the old labour-intensive industries are giving way to automation creating a situation in which workers will have to be prepared to make frequent changes of job and learn new skills besides having to adapt themselves to increasing leisure. Without provision for continuing education there is a danger of the next generation being prepared for work roles which in some cases will cease to exist during the life-time of the present generation. The concept of recurrent education which promises to revolutionise the aims and methods of education is already beginning to be applied in the teaching profession itself through provision for systematic, periodic in-service courses of further education and training lasting throughout the teacher's career.

SWEDEN

LÄRARNAS RIKSFÖRBUND

THE TEACHERS' ASSOCIATION OF SWEDEN

SVENSKA FACKLÄRARFÖRBUNDET

THE UNION OF SPECIALIST TEACHERS OF SWEDEN

SVERIGES LÄRARFÖRBUND

SWEDISH UNION OF TEACHERS

I.-II. Starting in 1962 the Swedish school system has undergone considerable changes - with successive reforms in 1969 and 1970 -, which in broad terms can be described as a move towards a unified system with a compulsory nine-year comprehensive school and a voluntary integrated upper-secondary school with 2-, 3- or 4-year theoretical and practical lines.

Prior to this the Swedish school system was rather static with a number of parallel types of schools which students attended according to ability, family income and/or sex. Several decades passed between school reforms and changes in curricula. From 1969 a system of continous revision of curricula was introduced. Thus special working parties within the National Board of Education evaluate present conditions in school and suggest changes. The teachers' organizations take part in this work.

Investigations which have been made, e.g. by teachers' organizations, show that a vast majority of the teachers have a positive attitude towards the organization and objectives of the present school system. They regard it particularly important that the school in both organization and working methods is formed so that it is possible for every student to develop his or her abilities to the fullest extent regardless of cultural, economic and/or social background and to find courses of study and ways of work that enhance the personal development of the individual. The school also has a special responsibility towards students with mental or physical handicaps leading to difficulties in the educational process.

However, teachers have found and still find the working conditions in the new system pressing, since they feel the lack of necessary resources to implement the reforms and put the new intentions into the reality of the classroom. A great many also feel that teacher training has not been brought up to date with the successive school reforms. Thus in 1971 SL suggested to the Ministry of Education that the teacher training for all teachers should be revised with the objective to make parts of the teacher training the same for all different catagories of teachers. LR, however, would rather have an evaluation of the latest

reforms of teacher training at all levels. SFL has been working for a reform of the teacher training for pre-primary teachers with full support from LR and SL. SFL has also favoured a reform of the training for teachers of subjects such as child care, child and youth welfare, drama, family affairs, physical education, domestic science, consumer education, handicraft and drawing at all levels. A Government Commission (LUK) has suggested a course of training consisting of four years of basic studies to qualify for comprehensive school and upper secondary school appointments with subject combinations comprising two subjects as a rule. Teachers of subjects mentioned above, today usually teach only one subject for which the basic training varies greatly. SL has also recommended the adoption of the proposals set forth by this Commission.

It has now been announced that a new Government Commission will begin a thorough study of the teacher training for most categories. It is likely though, that some of the suggestions made by LUK will be adopted while the new Commission works. The instructions for the Commission have not yet been announced so it is too early to specualte in how far-reaching a possible reform will be.

If quick changes in the attitudes and skills of the Swedish teachers are desired, the Commission - or some other government body - must concentrate on suggestions for improving the in-service training of teachers rather than changes in their basic education since the average age of the Swedish teachers is low. As a matter of fact 80% of the assistant masters now employed at the top level of the comprehensive school are under the age of 40, and 40% under the age of 30. The reforms of basic education will consequently have little effect on the schools until the beginning of the next century.

The problems with regard to teacher education is one example of a pressure for educational change, but also one where the Swedish teachers and their organizations would have suggested solutions which the reformer-politicians did not. There are others. If the Swedish teachers' organizations had had a greater influence on educational development it is most unlikely that they would have allowed teacher education to expand so drasically as to create unemployment among fully qualified teachers. The threat of unemployment today faces almost all categories of teachers in Sweden but is right now especially serious among subject teachers at the top level of the comprehensive school and in the upper-secondary school. Due to the reform of vocational and technical education in 1970 some teachers in this part of the upper-secondary school have not been able to get full-time service. This has been strongly criticized by SFL and temporary measures have been taken in order to grant these teachers full employment. The unemployment problem has now reached a stage where the Swedish teachers' organizations must look at suggested educational changes from an employment point of view rather than from a professional one.

At present teachers can go through further education of half-a-year or one year in order to qualify as a remedial teacher. The move in Sweden, however, is to integrate children with different handicaps

into the regular schools and/or forms as far as possible. Thus all teachers need a qualitative basic training also in this area. This has also been stressed by the teachers' organizations. The Commission on Working Conditions in Swedish Schools (SIA) devotes considerable time and effort to finding better and economically more justifiable models of special instruction than the present ones. As the politicians in SIA work side by side with teacher-experts, hopefully the suggestions will be effective ones.

As stated above teachers feel resources are lacking to reach the objectives of the latest school reform. In 1970 the Ministry of Education appointed The Commission on Working Conditions in Swedish Schools (SIA). This Commission was given the task to analyze the problems and suggest solutions. The Commission report will be published this summer but some of the basic suggestions are already known. It would lead too far to go into all the problems with which SIA deals. Only major points of interest can be mentioned in this report. SIA will most likely suggest a school day mixed with lessons in the traditional form and extracurricular activities, which for the youngest pupils will mean an extension of the school day. Others are better relations between school and community, greater flexibility in the allocation and use of resources in school, team-teaching, teaching-units instead of forms and a new kind of local boards governing the individual school. These boards will decide the organization and content of the school day and allocation of resources within certain limits.

A little more than a year ago another Government Commission called SSK (State-School-Communities) began working on ways of decentralizing decisions from central to local education authorities and in some cases to the staffs and pupils of the separate schools. According to its directives, the Commission is to examine the possibilities to grant the communities a greater influence without breaking up the present uniform school system. Also on this Commission the Swedish teachers' organizations are represented through experts nominated by the organizations themselves. It is far too early to say anything about the results SIA and SSK may arrive at. Satisfactory, however, and unlike previous reforms, the need for teacher representatives on Commissions such as these is now generally recognized.

There still remain three fields of education where pressure for change has recently made itself felt, namely pre-primary education, adult education and post-secondary education. As for pre-primary education one topic of debate has been whether pre-primary education should be made compulsory for 6- to 7-year olds or the communities should be obliged to create a general pre-primary school open to all but not compulsory. However, teachers and their organizations focused their main interest on questions such as staffing, in-service education to make the pre-primary education reform come true, etc., i.e. questions of quality and content of pre-primary education, not only the rapid expansion of pre-primary education. There is no disagreement in Sweden as to the need for a substantial increase in the resources for pre-primary education.

SWEDEN

One sector of the Swedish educational system which has seen rapid expansion during the last few years is adult education. This has been motivated by the great difference in time spent on education between young people and older generations. Thus adult education in various forms is supported by the Government. The trade union movement strongly advocates an expansion of adult education. A law granting employees the right of leave for educational purposes has recently been suggested and will be considered by Parliament in the immediate future. Also financial benefits for adult education will soon be suggested by two Government Commissions. Although institutionalized recurrent education is likely to be put off for some years the steps mentioned above increase the possibilities for a development in this direction.

In 1968 a Government Commission (U 68) was appointed to examine the post-secondary education system. Its main task was to find new organizational forms for all post-secondary education, not only the strict academical ones. One of its suggestions was to decentralize post-secondary education including some of the traditional university education. However, since the number of university students has been decreasing drastically during the last few years there is now over-capacity at the already established universities which constitutes an argument against the suggested decentralization.

III. Reforms of the 9-year compulsory comprehensive school. Fusion of gymnasium, continuation school and vocational/technical schools into an integrated upper-secondary school with 22 lines combined reforms of vocational and technical education.

Expansion and reform of pre-primary education.

Expansion of adult education.

Reforms of teacher training.

Growing influence of teachers and pupils on educational matters.

IV. Expansion and content of pre-primary education.

Reforms of teacher education including questions of the capacity of teacher training centres to avoid a surplus of qualified teacher.

The safeguarding of influence for teachers and pupils on educational matters and how to include parents in this development.

The education of migrant workers and their children.

The question of evaluation of school work and grading of pupils.

Implementation of suggestions made by SIA regarding the working conditions in the Swedish schools including the acceptance of an increasing social role of the school in relation to the pupils.

Implementation of suggestions made by SSK regarding decentralization of decisions from central to local level.

NATIONAL EDUCATION ASSOCIATION

Education in the United States today is experiencing heavy pressures for change in policy, in program, and in process which it must make if it is to continue serving the legitimate needs of a growing and an increasingly astute clientele. How well teachers and teacher organizations respond to these pressures -- whether social, political, economic, or professional -- will have a significant impact on the quality of education in the future.

What Are Some Current Major Pressures for Change and How Has the NEA Responded?

Some of the pressures for educational change in the United States in this decade of the seventies have grown out of major concerns which emerged over the previous ten years -- population changes; the minority and civil rights movements; post-Sputnik curriculum concentrations; teachers' struggles for full recognition as professionals; public demands for an accounting of benefits received for educational dollars spent; and parents' demands for a meaningful role in their children's schooling.

Since 1970 there have been decreasing school enrollments in the United States due to a declining birthrate. This trend may continue for the remainder of the decade. If the birthrate does continue its decline or stabilizes at the current level and the nation grows only from its current 211 million to a predicted 244 million by 1980, the age structure of the population will change and the school-age group from 5 to 22 years will decrease.

Do such population changes mean better or worse times for American teachers? Considering the presaged steady downward trend in enrollment, it

could mean reduced financial appropriations for the schools, less money for teacher salaries, and fewer teaching jobs, which in turn could result in less significance for public education. It is now becoming difficult for even the best of new or returning teachers to obtain jobs. The NEA position has been that there really is no teacher surplus, that in fact, if teachers were, for example, allowed the time to take part in meaningful in-service education or given the wherewithal to individualize instruction further, that alone would mean a shortage in their ranks.

> The falling birthrate does not mean we should forget our drive for smaller class size. Associations must work to prevent school boards from using declining enrollments as an excuse to keep class sizes large and reduce the number of teachers. We need to begin preparing ourselves with information on how intelligent investments in education programs will increase student motivation and improve achievements. (Helen Wise, NEA President - 1973-74)

In light of the predicted enrollment decline and teacher surplus, teachers and the organized profession in the United States are themselves exerting pressures for support of individualization of instruction; greatly expanded preschool, adult, and continuing education programs; and better education for children with special needs, such as the gifted, slow learners, and the physically handicapped.

The pressures for change by racial and ethnic minorities and other groups which have been discriminated against in the United States are increasingly successful. Teachers have joined in exerting these pressures.

The strains and tensions that occur whenever fundamental social change takes place have been especially apparent in efforts to desegregate the schools. While civil rights organizations have led in coordinating legal

actions, teachers have played a vital role in helping school communities adjust to the realities of desegration and in making integrated education work.

Bilingual/bicultural groups are demanding educational programs which respond to their special needs; the NEA in 1973 went on record in support of their organized efforts for self-determination in education. There is need for culturally diverse and bilingual educational materials, and for involvement of ethnic minority teachers in school and professional decision-making.

Sexist stereotyping of women as nurses, secretaries, elementary school teachers, or housewives is on the way out. The pressure exerted by "Women's Lib" is causing Americans to take a giant step away from the waste of people and toward positive use of person power -- a change welcomed by women and men alike. The NEA insists that women be given equal opportunity in all phases of our society.

The NEA is committed to the achievement of a fully integrated society and the elimination of barriers of race, national origin, religion, sex, age, and economic status that may prevent some citizens from exercising rights that are enjoyed by others. And it will exert pressures to achieve these ends.

When Sputnik soared into the heavens in 1957 education changed in the United States. The public pressed for stepped-up programs in mathematics, the sciences, and foreign languages to prepare us for the age of technology international scientific cooperation. Advances in technology have led Americans into an ecological crisis and pressure now is for education to

restore, conserve, and preserve the limited natural environment. School systems must develop such programs for all age levels and government agencies must provide for their support. The NEA supports these endeavors and urges world leaders to work cooperatively to resolve environmental problems.

A major theme of change in the seventies is accountability. What can happen in school and what cannot happen? What should happen? There are no longer theoretical or academic questions. They are now practical questions, because teachers in the United States are asked to produce more and more -- and to be more and more responsible for the education and in some cases the welfare of their students.

Accountability, or responsibility, is not a new concept in education -- everyone still wants to get the most for his money. But it is new as a movement, a systematic effort in some quarters to hold teachers responsible for more than they can fairly and justifiably be held accountable. Teachers in the United States want to be accountable, but not for that over which they have no control.

The NEA believes that:

> ...the term "accountability," as applied to public education is subject to varied interpretations. The Association maintains that educational excellence for each child is the objective of the educational system. The Association believes that educators can be accountable only to the degree that they share responsibility in educational decision-making and to the degree that other parties who share this responsibility -- legislators, other government officials, school boards, parents, students, and taxpayers -- are also held accountable. (Resolution 73-25)

The Association also has suggested some basic principles of an acceptable system of accountability:

> In a pluralistic society an accountability system should promote diversity, not conformity. Opportunities for diversity must exist for the child, the parents, the teacher, the school, and the community. Each entity has a right to be itself. A monolithic system which imposes a single set of values strikes at the very heart of individualism and democratic processes. In short, an accountability system should be responsive to individual differences. Ideally, such a system should strive for personalization....an accountability system must be judged on how it will function, not on what it promises. The consequences are far too great for millions of children to rely on vague promises and glib promotion of what the system may do in the future. If the system is simplistic and primitive in its current form, it should not be implemented unless this is done in a carefully controlled laboratory setting where it can be tested and improved, and decisions of consequence to children's lives and teachers' careers should not be based on it.

Another paramount pressure for educational change in the United States is to make teaching a self-governing profession.

Teachers do not yet have the power to regulate their profession -- who enters and who stays -- in the way that some other professionals do. Decisions affecting teachers have been made largely by nonprofessionals, such as lay members of school boards. This concept is changing. Teachers want legal responsibilities with attendant powers. They are insisting that their professional expertise be recognized and are increasingly supporting and winning the passage of state laws which place them on a par with some other professions -- giving them decision-making power in teacher preparation, licensure, and practice. It should be made clear that teachers do not want control of public education -- that control ultimately belongs with the public, which provides the money. But they do want to make the professional decisions.

There is a fast-growing disenchantment among teachers in the United States with haphazard and patronizing approaches to pre- and in-service

education. The NEA has said that both require "radical reform if teachers and children are to be adequately served," that "public schools' programs and budgets must include teacher preparation as one of the essential functions," and that initial..."preparation is only the first phase of becoming a professional teacher...beginning now, inservice teacher education is the most important aspect..."

In-service education for teachers is often planned unilaterally by central administrative staff for an entire school system and is frequently presented as uncoordinated "one-shot affairs," devoid of the systematic continuity that makes for outside preparation, classroom trial, and collegial discussion. Too many in-service consultants are theoreticians who are often out of touch with unique school conditions. An urgent need exists for in-service programs that involve teachers at all stages of planning, that have continuity, that are solidly grounded in classroom realities, and that give individual teachers what they want and need.

The NEA has launched a program of Teacher Centered Professional Development to focus attention on this need and the opportunity for state and local associations to assist members in gaining a large measure of meaningful influence over their own continuing education.

Learning and teaching are too important for parents to be left out. Together, parents and teachers can help each other to help students. Parents are now demanding to be involved in their children's education. Teachers, in turn, need parents, and in fact, in many schools have invited them to help with a variety of educational tasks: working as teacher aides, assisting with the health program, or tutoring under teacher supervision. Parents also want to be involved in helping make decisions affecting the curriculum:

in English, in ethnic group study courses, or in developing drug abuse education programs. Parents and teachers also need each other in working on such major educational issues as accountability.

Which Pressures May Be Greatest in the Foreseeable Future

One of the gravest issues which will face the entire globe is how to meet critical shortages -- shortages of arable land, of fresh water, of timber, of fiber, of energy, and even of clean air.

For the first time in its history, the United States faces the possibility of being unable to produce sufficient proteins and cereals to meet traditional domestic and all the international demands.

Most of the problems arising out of worldwide shortages are being resolved in terms of narrow, nationalistic interest. The situation could get worse. On one hand, it is possible that facing these questions realistically may create pressure for international interdependence. The schools along with other social institutions will be obligated to aid in the transformation. They must help students develop an awareness of the situation and the need for global planning for just management of resources.

Increased awareness of the need for global interdependence in environmental resources will increase the demand for world peace. The United Nations will have greater opportunity for leadership. The first -- second -- and third worlds will increasingly learn it is one world for all.

Surely there will be a considerably more critical evaluation of government at all levels and its functions and activities. Americans will become

more sensitive to the dangers of big government -- and will expect more from it, including more and better education. The protection of the rights of individuals from governments is of great importance.

Students and teachers may form new "alliances for learning" -- with parents. The educational community will be expanded to use not just textbooks and classrooms, but all local resources; in fact, it may be difficult to identify who and what are not a part of the learning environment.

Can teacher organizations recognize and prepare themselves for the future? Can the NEA do for American teachers what must be done to respond to predicted pressures for educational change? We think so. They have been in the forefront for change.

A question for teachers around the world to consider is whether to react to change or to help make change -- for the better. The stance of American teachers and the organized profession is stepping out front politically to elect candidates to public office who will support the teachers and who will make public education a social and economic priority in the United States.

More and more teachers are now in positions of leadership in their local, state, and national association. A predicted result is more intelligent participation in the work of public education.